

REPORT
OF THE
DEPARTMENT OF LABOUR

FOR THE
Fiscal Year ending March 31, 1922

PRINTED BY ORDER OF PARLIAMENT



OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1923

REPORT
OF THE
DEPUTY MINISTER OF LABOUR

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*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,
G.C.M.G., M.V.O., Governor General and Commander in Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1922, all of which is respectfully submitted.

JAMES MURDOCK,
Minister of Labour.

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REPORT OF THE DEPUTY MINISTER OF LABOUR

FOR THE
FISCAL YEAR ENDING MARCH 31, 1922

To the Hon. JAMES MURDOCK,

Minister of Labour.

SIR,—The depression in commercial activities which set in about the middle of the fiscal year ended March 31, 1921, and was the outstanding feature of industrial conditions of that year, continued substantially unchanged throughout the fiscal year 1921-22, and the problem of unemployment, which in the winter of 1920-21 had been for the first time the subject of action on the part of the Federal Government, again demanded federal attention during the winter of 1921-22. It will be recalled that food prices had in the summer of 1920 reached the highest level recorded and a decline began in July of that year. The decline continued throughout the fiscal year 1921-22, though in diminishing degree and not materially affecting fuel and rents. The price tendency at the close of the fiscal year 1921-22 did not afford ground for expecting a further material fall in prices in the immediate future.

The unemployment situation continued to be throughout the year a somewhat prominent feature of industrial conditions. As during the preceding year, federal aid was extended, but on a somewhat different basis. It will be recalled that during the winter of 1920-21 a federal grant was allowed in reimbursement of municipalities on account of expenditure incurred by a municipality in providing relief for unemployed persons and their dependents, and this aid was given without regard to the question if the province in which the municipality was situated had undertaken to assist the municipality to an equal or to any degree. Several provinces had as a matter of fact co-operated with the Federal Government and had assumed an equal moiety with that of the Federal Government in reimbursement of the municipalities, each authority bearing one-third of the expenditure, but in other provinces the unemployment situation had not been regarded by the Provincial Government as requiring action on its part. The federal plan for the winter of 1920-21 contained no provision for assisting a municipality with respect to work which might be undertaken by the local authorities specially for the purpose of relieving unemployment distress. Representations had during the summer of 1921 been received by the Government from various municipal authorities urging that federal co-operation should extend to such enterprises instead of being confined to partial reimbursement of municipalities on account of relief actually distributed to unemployed persons. This matter was, during the summer months of 1921, the subject of careful consideration and inquiry on the part of the Minister of Labour, and in October, 1921, an Order in Council, P.C. 3831, was passed which set forth the plan of federal assistance for the approaching winter, 1921-22. The federal proposals emphasized the view which had been maintained during the preceding winter that unemployment was

"primarily a municipal responsibility, and in the second instance the responsibility of the province," but recognized "that because of the present situation being due to causes beyond the power of local, or even national control, Provincial and Federal Governments should co-operate with municipal authorities in (a) helping to create and provide employment, (b) where employment cannot be furnished to workmen who are willing to work, to aid in providing food and shelter for themselves and dependents until the present emergency period is past"; also "that federal funds used for unemployment relief or for relief work must be disbursed only through responsible municipal authorities, who in each case shall bear at least one-third of the total or extra cost".

Thus, in the relief scheme for the winter of 1921-22, the first place was given to relief to be afforded municipalities with regard to works undertaken by local authorities during the winter specially for the purpose of relieving unemployment. The federal authorities recognized the fact that ordinarily work in the building line undertaken during the winter months would cost both as to labour and material more than at other seasons, and the regulation accordingly provided that with regard to any such work undertaken by a municipality the Federal Government would reimburse the local authorities to the extent of one-third of the excess or winter costs. Provision was made for the reasonable protection of federal authorities with respect to the operation of this scheme. The plan of the preceding year for reimbursing municipalities to the extent of one-third on account of moneys expended for direct relief was continued; payment of the federal grant on either account was, however, to be conditional on the Provincial Government concerned undertaking an equal responsibility, the federal policy for the winter of 1920-21 not having insisted on this condition. The necessary arrangements for putting this policy into effect were accordingly taken up by the Department of Labour with the Governments of the several provinces.

On December 29, 1921, a new administration acceded to power, and on January 25, 1922, a further regulation, P.C. 191, was made with regard to unemployment matters. P.C. 191 agreed with earlier regulations in the view that the question of unemployment relief was "fundamentally a municipal and provincial responsibility" and that "the abnormal economic and industrial conditions now existing and arising in a measure out of the late war alone afford justification for action on the part of the federal authorities; that federal action must therefore supplement municipal and provincial efforts, must be designed on lines permitting close and effective co-operation with and supervision by municipal and provincial authorities, and must be proportioned by the efforts of those authorities". The scheme of federal co-operation laid down in P.C. 191 (January 25, 1922) varied at important points from that of P.C. 3831 (October 7, 1921), the degree of federal responsibility being substantially increased—the Federal Government assumed, for instance, one-half (instead of one-third) of the extra or winter cost with respect to public works undertaken by municipalities on account of unemployment, and one-half (instead of one-third) of the cost of relief afforded by municipalities to returned and unemployed ex-service men; this, of course, to be effective only as from date of regulation, viz., January 25, 1922. As in the case of P.C. 3831, payment of the federal grant was to be conditional on the Government of the province concerned assuming the proportion of responsibility laid down in the federal regulations. As during the preceding winter, unemployment was more pressing in some provinces than in others; some of the provinces accordingly invoked the federal scheme of co-operation while others did not. As the winter proceeded supplemental regulations were enacted by the Federal Government to meet emergencies which arose, particularly with respect to unemployed returned soldiers in Montreal and in Halifax.

The federal expenditures within the fiscal year totalled \$500,000, but this sum included a portion also of federal disbursements on account of provincial and

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municipal expenditures during the winter of 1920-21, accounts for which had not been rendered within that fiscal year. On the other hand the larger portion of the federal liabilities for the winter of 1921-22 necessarily remained over for the succeeding fiscal year. Accounts from the various municipalities, which, under the system adopted, went to the provinces for approval before submission to the federal authorities, were at the time of writing only in part to hand, but the additional federal liability for the winter of 1921-22, and payable during the fiscal year 1922-23, may be estimated approximately at \$800,000. Particulars with respect to the operation of the unemployment regulations and the text of the principal regulations are included in a chapter of the present report.

GENERAL WORK OF DEPARTMENT

Work proceeded during the year with respect to the several statutes and ordinances administered under the authority of the Minister of Labour. The statutes, etc., in question are as follows: (1) Conciliation and Labour Act, (2) Industrial Disputes Investigation Act, 1907, (3) Fair Wages Resolution of the House of Commons, 1900, (4) Employment Offices Co-ordination Act, (5) Technical Education Act. Reports of the operations for the year under these statutes are included in the present volume.

RECORD AS TO INDUSTRIAL DISPUTES

With respect to the matter of industrial disputes, always that feature of the work of the department which brings it most conspicuously into the public eye and one which necessarily calls at times for the most strenuous and severe effort on the part both of the minister and officials, the record of the year is on the whole satisfactory. It should be noted that this record is maintained for the calendar year and not for the fiscal period, this plan being more convenient for matters of comparison with records of other countries. The figures of the actual time losses in working days, namely, 956,461, are somewhat larger than those of the preceding year, but the strikes involved were scattered over many industries and included no dispute which at any time proved a serious inconvenience to the public. The industry on which the time losses in working days fell with particular severity was that of printing, which accounted for 317,934 lost working days, or precisely one-third of the total of time losses. Although this strike was undoubtedly the occasion of much inconvenience to the trade, both as to employers and workers, and may have been the occasion of suffering in individual cases, it cannot be said that it caused serious trouble to the public. The industry is not a public utility and would not therefore fall within the scope of the Industrial Disputes Investigation Act. The department none the less proffered its good offices to both parties, whether by way of the establishment, under clause 63, of a Board of Conciliation and Investigation or otherwise, but the dispute remained unsettled.

Other industries chiefly affected by industrial disputes included that of pulp and paper making to the extent of 201,346 lost working days, and the building and construction trades with time losses totalling 153,372.

The total of time losses for the year, 956,461, is sufficiently serious if these losses are regarded from a monetary point of view and averaged, conjecturally (for it is hardly practicable to obtain precise figures on the point), at \$4 per day, representing thus a presumed loss in labour of \$3,825,844. On the other hand, if we have regard to the presumed number of days worked during the year by industrial workers at large, it is found that, estimating the total number of workers in round figures at 1,500,000, and allowing 300 working days per year to each worker, the total possible number of days worked reaches the large figure of 450,000,000; the total of time losses throughout the country during the year on account of strikes was,

therefore, somewhat less than one-four hundred and fiftieth part of the total number of days worked, the equivalent of one-third of one day per worker, a showing which, having in mind the widespread turbulence in the industrial world during recent years in practically all countries, speaks volumes for the relatively sound conditions characterizing Canadian industry in this respect. No more striking illustration of this fact can perhaps be shown than in contrasting the figures on this point for Canada with those for Great Britain with respect to the calendar year 1921. The time losses in Canada reached, as stated, the figure of 956,461; those for Great Britain for the same period were in excess of 80,000,000, or more than eighty times those of the Dominion, although proportionately to population the British figures should be no more than perhaps five to six millions. For United States the estimated time losses on account of strikes during the calendar year 1921 reached the impressive total of 53,196,997 work days, a figure again greatly out of proportion to the relative populations. Comparisons with other countries where figures are available are practically always to the advantage of Canada, though in varying degrees. It should be noted that the figures cited for possible number of days worked in the case of Canada are approximate only and have been made without regard to the unemployment factor, an uncertain proportion of the total of workers having been idle from this cause. The same applies with regard to figures cited in the case of other countries. No returns have been received by the department from any country estimating the number of days lost on account of unemployment, though in the case of countries in which a system of employment assurance prevails figures would be available showing the number of workers receiving unemployment allowance. The time losses on such account in the case of Great Britain would be of course greatly larger than the time losses from strikes, terribly high as were the latter in that country.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

Proceedings under the Industrial Disputes Investigation Act for the year were along the usual lines. Of the 54 disputes dealt with during the year and as to each of which the applicants had declared their belief that a strike was threatened, the impending trouble was averted in all cases save one, that of a street railway in St. John, N.B. The record for the fiscal year ended March 31, 1922, brings the number of disputes dealt with under the statute since its inception, March 22, 1907, to 558. In 524 of these disputes the threatened strike was averted or ended, a Board having been in a few cases established after a strike had been declared; in 34 cases the threatened strike occurred despite the efforts, by means of Conciliation Boards or otherwise, of the department. A Board of Conciliation and Investigation is not, it will be remembered, necessarily established in the case of each application, an application being sometimes the result of an error in view on the part of the applicants; also the dispute involved is in some cases one which proves adjustable by the direct efforts of the department.

The Industrial Disputes Investigation Act continues to be the subject of study in many parts of the world, and inquiries continually reach the department. Correspondence of the department shows that in the United States the question of the legislation best adapted for dealing with industrial disputes is made frequently the subject of debate between rival college debating teams; many hundreds of inquiries reach the department in the course of a year, the correspondents usually desiring copies of the Canadian legislation, of which it is intimated much has been heard, and the fullest possible information as to its operation. Special steps are taken from time to time by way of issue of special bulletins, etc., to meet this demand.

From a communication which comes to hand at the time of writing it appears that in the Republics both of Mexico and Chile the Industrial Disputes Investigation

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Act is under investigation. A Canadian, resident in Mexico, addressing the Rotary Club of the city of Mexico, closed what is described in the journal in which the report appears as "an interesting and timely address" with the following testimony to the efficacy of the legislation and methods of Canada:—

"The economic loss from strikes in the United States during the year 1920 was represented by 48,163,754 working days lost, and in Canada, during the same period, by a loss of 886,754 working days. In proportion to population this was in the ratio of four to one in favour of Canada.

"During the first six months of the year 1920, when all lines of industry were still severely suffering from the unrest and dislocation incident to the termination of the world war, the proportion of population affected by strikes and lockouts in Canada was much smaller than in any other industrial country in the world. The percentage of population so affected in the several countries, and which are the first post-war figures available, was as follows:—

| | |
|---------------------|------|
| Australia | 6.81 |
| Italy | 4.85 |
| Spain | 3.50 |
| Sweden | 3.10 |
| France | 3.00 |
| Germany | 2.96 |
| Belgium | 2.34 |
| Switzerland | 1.86 |
| Great Britain | 1.70 |
| United States | 1.04 |
| Holland | 0.93 |
| South Africa | 0.69 |
| Canada | 0.49 |

"The President of the Republic of Chile has recently submitted to Congress a draft labour and social welfare code, with a request for its adoption at the earliest possible date, and which embodies the Canadian provisions for conciliation and arbitration in industrial disputes, but reserves the right to strike after all means of settlement by other methods have failed.

"It is therefore but reasonable to conclude that the method of dealing with industrial disputes by means of conciliation and arbitration, while recognizing the right to declare a lockout or call a strike after all means of conciliation have been exhausted, is the most successful solution of the industrial problem thus far evolved."

Testimony as to the wide reputation achieved by the Industrial Disputes Investigation Act was received also from Australia in the shape of a statement made in the Legislature of South Australia by Sir Henry Barwell, Prime Minister of that State, when introducing a new industrial code, the leading feature of which is the adoption with regard to industrial disputes of the principles and machinery substantially as embodied in the Canadian statute. The measure was introduced about the close of September. Premier Barwell dwelt at some length on what he believed to be the failure and breakdown of the system of compulsory arbitration. Sir Henry Barwell on this point remarked as follows:—

"The Government believed that the whole system of compulsory arbitration was fundamentally unsound. That it had led to a deplorable amount of litigation was beyond question. That fact alone, however, would not be sufficient to condemn it. If the existence of the courts, no matter how crowded they might be with litigants, had put an end to strikes, or even greatly diminished their number, one would hesitate before taking steps to abolish the system. But what did they find? The number of strikes had not diminished; it had very considerably increased since the system of compulsory arbitration was established. Again, far from improving the relationship between employer

and employee, the system had been responsible for the utmost ill-will and bitterness between the two.

"Australia has been simply the home of strikes. There have been far more in Australia in proportion to the number of people than in any other country in the world. The system which this Bill is intended to abolish is called compulsory, but it is compulsory against one side only. The boast is often openly made that the penalties of the Arbitration Acts cannot be enforced against thousands of unionists as there are not gaols large enough to hold them. And this is true. The result of compulsory arbitration is frequent failure by employees to observe awards when they do not give them all they desire."

After examining various other aspects of the industrial code as it had in the past existed in South Australia, Sir Henry Barwell went on to state that,—

"His aim in drafting the Bill had been to provide some simpler and yet more effective method of adjusting working conditions—a system which would give every facility for employers and employees in particular industries to get together with a view to coming to agreement which could be mutually advantageous. He had looked to other parts of the world for a precedent, and he found that Canada had a system which had given the utmost satisfaction over a period of fifteen years. Under it sweating had disappeared, the relationship between employer and employee had improved, and strikes had been few indeed as compared with the number in Australia. It had been copied in South Africa, and also in some of the United States. Employers and a big majority of the general public of Canada favoured the system. The working people here were divided, some holding that they were sacrificing too much in giving up the right to the sudden strike. The freedom of the Canadian tribunal from the formal procedure, suggestive of the ordinary judicial court, was greatly in favour of the system, as saving of time and expense, and being conducive to an amicable adjustment of differences... The substance of the Bill was contained in Part III, which provided for the creation of Conciliation Boards to act as mediators between employers and employees in the event of an industrial dispute, and endeavour to bring the parties together, and secure a settlement of the dispute. The Bill did not apply to any but manual workers, skilled and unskilled. Its provision, therefore, did not apply to clerks, so that if there should happen to be a strike or a threatened strike on the part of clerks, there would be no power to set up Conciliation Boards to deal with the dispute. The reason for excluding clerks from the scope of the Bill was the same as the reason for excluding agricultural workers, namely, that there had never been a strike by clerks, and there was no reason to anticipate that there would be one. Every Conciliation Board would consist of three members—one appointed by the employers, one by the employees, and the third (the chairman) by the other two. In special cases where the minister thought the number of members on the board ought to be more than three he might require the employers and employees each to nominate any number of members up to five. The members of the board would be appointed only to deal with a particular industrial dispute, and they were, therefore, only to hold office until the report of the board on that dispute was signed and forwarded to the minister. The board would act only as mediator, and the representatives of the parties on the board would have no power to bind the persons who appointed them. The function of the board was to endeavour to bring about a real settlement—one which had the actual consent of both parties. If the board was able to bring about an agreement it was to be signed by the parties and filed with the Registrar of Conciliation Boards. It would then be binding on the parties

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who signed it, and on every member of any association of employers or employees which signed it, and would have much the same effect as regards the person bound by it as the determination of an industrial board had at present. If the dispute was not settled after a careful inquiry, the chairman was to make a full report to the Ministry of Industry, setting forth the facts of the dispute and the findings of the board, together with his recommendation for a settlement according to the merits and substantial justice of the case. The object aimed at was to create an enlightened public opinion upon the merits of the dispute, for it was recognized that even under the present system industrial disputes of any magnitude were usually determined by the decision of the tribunal of public opinion, and that the side which had not got the support of public opinion could not hope to succeed. Where the Conciliation Board was able to bring about a settlement, the Bill did not attempt to provide any magic formula of words which it was claimed would remove the impasse. The reason was that it was realized that in the nature of things there could not be any such remedy, and that, if both parties were determined to fight, the best method in the long run was to allow them to fight, taking care, however, to provide and instruct public opinion, which experience showed would inevitably make its influence felt in favour of one side or the other in the long run.... There was also in the Bill provision for a limited prohibition of strikes and lockouts. In the light of experience in this and other States where there had been an absolute legislative prohibition of strikes and lockouts, it would be foolish to expect that any absolute prohibition of strikes and lockouts would be likely to prevent those industrial offences altogether, or even to make any difference in the frequency of their occurrence. The Bill adopted what was considered to be the utmost that could be reasonably expected to be enforced in practice, namely, a prohibition under heavy penalties of any strike or lockout on account of any industrial dispute prior to or during a reference of such dispute to a Conciliation Board. The definition of 'strike' and 'lockout' was made wide enough to include the refusal on the part of any person bound by an industrial agreement to offer or accept employment on the terms of such agreement, and any person who so refused was deemed to do an act in the nature of a lockout or strike. The result of the provisions of the Bill was that the 'right to strike' was not affected, except where there was an actual dispute, and that dispute had not been submitted to and finally dealt with by a Conciliation Board, or where there was a repudiation of the terms of an industrial agreement on the part of one or another of the parties thereto during its continuance. If the mediation provided by a Conciliation Board failed, public opinion, after being enlightened officially as to the merits of the dispute, might still prevent a strike or a lockout, but otherwise there was no remedy provided by the Bill, nor was it possible to find one. Certainly no such remedy was provided by existing legislation."

Sir Henry Barwell's final reference to the Canadian statute was to the effect that "no industrial legislation in any other part of the world had stood so long or proved so successful in operation as the Canadian Industrial Disputes Investigation Act, 1907".

OTHER BRANCHES OF WORK

In the special chapter of the report dealing with the fair wages work of the department is printed the text of an Order in Council, P.C. 1206, June 7, 1922, which is intended to secure a more effective observance of the fair wages policy. Although the new regulation falls outside the fiscal year covered by the present report, it is convenient to use the present occasion for making its provisions known.

The *Labour Gazette* has been printed regularly in French and English during the year and has become more and more widely recognized as a reliable source of official information on industrial matters in Canada, increasing evidence of this being found in the numerous quotations credited to its pages and appearing in other continental publications, official and non-official, interested in social and industrial questions.

The work of the Statistical Branch with reference to food prices continues to play an important part in the fixation of wage rates. Several bulletins issued by this branch with reference to wage returns have received large circulation and have been the subject of much inquiry.

No important change has marked the operations of the Employment Service Branch. There were at the close of the fiscal year 77 employment offices in the various provinces. The number of applications for employment reported during the year was 546,168, and the total number of placements effected was 363,475.

Technical education continues to show substantial development in most of the provinces, and the assistance afforded by the Federal Government under the Technical Education Act is undoubtedly an important influence to this end. The disbursements by the department during the year to the different provinces were \$720,236.05. In the chapter of the present report discussing the operations of the Technical Education Act summaries are given of the work done in the respective provinces.

INTERNATIONAL LABOUR CONFERENCE

With regard to that phase of the work of the department arising out of the League of Nations International Labour Conference, it will be recalled that the terms of the Treaty under which this body was constituted called for a meeting of the Conference once a year; also the Governing Body, i.e., the executive of the Conference, meets under its own regulations not less frequently than once in three months. At the first meeting of the International Labour Conference held at Washington, D.C., in October-November, 1919, and at which the members of the Governing Body were first named, the appointment being for a period of three years, Canada was selected as one of the countries to be represented in the Government group, and the Minister of Labour, the Honourable G. D. Robertson, who had been one of the delegates in attendance at the Conference, was appointed by the Dominion Government as representing Canada in the group in question. The Honourable Mr. Robertson remained a member of the Governing Body until the change of administration in Canada in December, 1921, when the Honourable James Murdock, who succeeded to the portfolio of Labour, was appointed. The Governing Body, it will be recalled, consists of twenty-four members, twelve in the Government group, six in the employers' group and six in the workers' group, the membership in each group being selected by the delegates to the Conference. The period of three years covered by the first election will terminate in November, 1922, when in all likelihood the Fourth International Labour Conference will be in session, and a new election will presumably take place. Whether or not Canada will be again given a place in the Government group is not clear. It will be remembered that Canada was also given representation in the workers' group, Mr. P. M. Draper, Secretary of the Trades and Labour Congress of Canada, being selected by his fellow workers.

Four meetings of the Governing Body of the International Labour Office were held during the fiscal year, as follows: (1) April 12-14, 1921, at Geneva, Mr. W. L. Griffith, Secretary of the High Commissioner for Canada in London, England, being in attendance on behalf of the Dominion Government and in substitution for the Minister of Labour; (2) July 5-7, 1921, at Stockholm, Sweden, attended by Mr. F. A. Acland, Deputy Minister of Labour for Canada; (3) October 19-21 and November 11-18, 1921, at Geneva, attended by Mr. Gerald H. Brown, Assistant Deputy Minister of Labour for Canada; (4) January 17-19, 1922, at Geneva, attended

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by Colonel David Carnegie, Honorary Correspondent of the Department of Labour in London, England, and Canadian Delegate on the Temporary Mixed Commission for the Reduction of Armaments of the League of Nations, who was resident in Canada throughout the period of the war.

The third session of the International Labour Conference was held in Geneva, Switzerland, from October 25 to November 19, 1921, and was attended by a delegation from Canada, including representatives of Government, employers and workers, together with technical advisers for each group. The Government representatives were Messrs. Gerald H. Brown, Assistant Deputy Minister of Labour for Canada, and Lt.-Col. J. Obed Smith, Superintendent of Emigration for Canada, London, England, and the technical advisers were Honourable W. R. Rollo, Minister of Labour for the Province of Ontario; Honourable Thos. H. Johnson, K.C., Attorney General of Manitoba; Honourable Antonin Galipeault, Minister of Labour for the Province of Quebec, and Mr. Ferdinand Roy, K.C., Quebec, P.Q.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND,

*Deputy Minister of Labour and Registrar of Boards
of Conciliation and Investigation.*

DEPARTMENT OF LABOUR, OTTAWA.

I.—INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

FIFTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE
FISCAL YEAR ENDING MARCH 31, 1922

INTRODUCTORY NOTE

Proceedings under the Industrial Disputes Investigation Act, 1907, followed the customary lines during the fiscal year. The number of applications received was 54, and in 31 cases Boards of Conciliation and Investigation were established. The statute was, it will be remembered, enacted in March, 1907, and during the fifteen years closing with March 31, 1922, the disputes dealt with under its provisions number 558. Of the 54 disputes (including five carried over from the preceding year) dealt with during the fiscal year ended March 31, 1922, and as to each of which the applicants had declared a strike to be impending, the threatened strike was averted in all cases save one, that, namely, involving the St. John, N.B., street railway and its workers. Of the 558 disputes dealt with during the fifteen years covering the life of the statute and as to each of which the applicants for a Board of Conciliation and Investigation had declared a strike to be impending, the threatened strike was averted in 524 cases.

It will be observed that the number of disputes dealt with during the year exceeds considerably the number of Boards of Conciliation and Investigation established, the figures being 54 as against 31. In the 23 cases in which Boards of Conciliation and Investigation were not established, there was, as a rule, considerable departmental procedure on other lines than by way of establishing Boards of Conciliation and Investigation; no strike occurred in any case where, for any reason, it was not deemed desirable to establish a Board. In one case, a dispute involving railway workers, the employer having expressed a preference for procedure under the Conciliation and Labour Act, legislation which antedated the Industrial Disputes Investigation Act, and the employees consenting to this procedure, the dispute was accordingly dealt with under the provisions of the older statute. The tribunals thus established, namely, in the first place a Committee of Conciliation, Mediation and Investigation, and in the second place a Board of Arbitrators, not ranking technically as Boards of Conciliation and Investigation, though serving the same purpose, are not included in the tables of Boards of Conciliation and Investigation printed herewith, though the application is properly included in the number of applications received.

The tribunal known as the Canadian Railway Board of Adjustment No. 1, which was established during the summer of 1918 to deal during the war with disputes between (a) Canadian Railways being members of the Canadian Railway Association and comprising practically all railways of importance in Canada and (b) six trades unions representing railway workers in the four running trades, namely, (1) Locomotive Engineers, (2) Locomotive Firemen and Enginemen, (3) Conductors, and (4) Trainmen, also Railroad Telegraphers and Maintenance of Way Employees, continued its activities during the year. As provided by the agreement, disputes affecting the workers having membership in the unions concerned, were referred generally to the Canadian Railway Board of Adjustment No. 1 and were duly settled. One case, however, a dispute of unusual importance, affecting all the railways and practically all the membership of each of five of the unions concerned, the organization embracing maintenance of way employees not being a party to the dispute, was referred to a Board of Conciliation and Investigation and was duly dealt with and an agreement effected.

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SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES
INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned from April 1, 1921, to March 31, 1922; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1922; (iii) showing by fiscal years, 1907-22, number of disputes dealt with; (iv) showing by calendar years 1907-22, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1922.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1921, TO MARCH
31, 1922

| Industries affected | Number of applications for Boards received* | Number of Boards established | Number of strikes not averted or ended |
|--|--|------------------------------------|--|
| I. Disputes affecting mines, transportation and communication and other public utilities:— | | | |
| (1) Mines:— | | | |
| (a) Coal..... | 3 | 2 | 0 |
| (b) Metal..... | 0 | 0 | 0 |
| (2) Transportation and communication:— | | | |
| (a) Railways..... | 17 | 7 | 0 |
| (b) Street railways..... | 13 | 11 | 1 |
| (c) Express..... | 0 | 0 | 0 |
| (d) Shipping..... | 4 | 1 | 0 |
| (e) Telegraphs..... | 2 | 0 | 0 |
| (f) Telephones..... | 0 | 0 | 0 |
| (3) Miscellaneous:— | | | |
| Light and power..... | 1 | 1 | 0 |
| II. Disputes not falling clearly within the direct scope of the Act:— | | | |
| (1) Public utilities under provincial or municipal control:— | | | |
| (a) Civic employees..... | 2 | 2 | 0 |
| (b) Railways..... | 1 | 0 | 0 |
| (c) Light and power..... | 1 | 1 | 0 |
| (2) Miscellaneous..... | 10 | 6 | 0 |
| Total..... | 54 | 31 | 1 |

* Including five cases left over from preceding year, as stated below.

The proceedings under the Act during the year include five cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) the Niagara, St. Catharines and Toronto Railway and certain of its employees; (2) the Corporation of Ottawa and its firemen; (3) the Canadian National Railways and certain of its employees in the Stores Department, Fort Rouge, Winnipeg, Man.; (4) the Dominion Steel Company, Limited, Sydney, N.S., and its electrical workers, machinists, etc., and (5) the Nova Scotia Steel and Coal Company, Limited, New Glasgow, and its tin workers, electrical workers, machinists, etc.

At the close of March, 1922, results were still pending in connection with six applications concerning disputes between (1) coal operators, members of Western Canada Coal Operators' Association, and certain of their employees, being members of District 18, United Mine Workers of America; (2) Algoma Eastern Railway Company, Sudbury, Ont., and various classes of its employees; (3) Dominion Power and Transmission Company, Hamilton, Ont., and its linemen, groundmen, etc.; (4) Dominion Power and Transmission Company and Hamilton Street Railway Company respectively and various classes of their employees; (5) Ottawa Electric Railway Company and certain of its employees, and (6) employers, members of the Canadian Building and Construction Industries, Ottawa Branch, and certain of their employees, being hod-carriers.

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II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO
MARCH 31, 1922

| Industries affected | Number of applications for Boards received | Number of strikes not averted or ended |
|--|--|--|
| I. Disputes affecting mines, transportation and communication, other public utilities and war work:— | | |
| (1) Mines:— | | |
| (a) Coal..... | 65 | 7 |
| (b) Metal..... | 19 | 5 |
| (c) Asbestos..... | 1 | 0 |
| (2) Transportation and communication:— | | |
| (a) Railways..... | 162 | 7 |
| (b) Street railways..... | 96 | 7 |
| (c) Express..... | 11 | 1 |
| (d) Shipping..... | 25 | 0 |
| (e) Telegraphs..... | 14 | 1 |
| (f) Telephones..... | 7 | 0 |
| (3) Miscellaneous:— | | |
| (a) Light and power..... | 17 | 3 |
| (b) Elevators..... | 1 | 0 |
| (4) War work..... | 30 | 1 |
| II. Disputes not falling clearly within the direct scope of the Act:— | | |
| (1) Public utilities under provincial or municipal control..... | 48 | 1 |
| (2) Miscellaneous..... | 62 | 1 |
| Total..... | 558 | 34 |

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

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III. TABLE SHOWING BY FISCAL YEARS, 1907-1922, NUMBER OF DISPUTES DEALT WITH

| | 1907- 1908 | 1908- 1909 | 1909- 1910 | 1910- 1911 | 1911- 1912 | 1912- 1913 | 1913- 1914 | 1914- 1915 | 1915- 1916 | 1916- 1917 | 1917- 1918 | 1918- 1919 | 1919- 1920 | 1920- 1921 | 1921- 1922 | Total |
|---|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|-------|
| Number of applications..... | 34 | 21 | 27 | 24 | 18 | 21 | 16 | 16 | 14 | 36 | 52 | 95 | 72 | 63 | 49 | 558 |
| Number of boards granted.. | 31 | 19 | 25 | 19 | 15 | 17 | 15 | 17 | 11 | 20 | 38 | 60 | 46 | 37 | 31 | 401 |
| Number of disputes where strike not averted (or ended)..... | 1 | 1 | 4 | 4 | 4 | 4 | 0 | 1 | 1 | 1 | 1 | 2 | 3 | 5 | 1 | 34 |

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1922, NUMBER OF DISPUTES DEALT WITH

| | *1907 9 mos. | 1908 | 1909 | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | 1921 | †1922 3 mos. | Total |
|--|-----------------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|-----------------|-------|
| Number of applications..... | 25 | 27 | 22 | 28 | 21 | 16 | 18 | 18 | 15 | 29 | 53 | 93 | 70 | 61 | 54 | 8 | 558 |
| Number of boards granted..... | 22 | 25 | 21 | 23 | 16 | 16 | 15 | 18 | 12 | 16 | 37 | 59 | 47 | 41 | 26 | 7 | 401 |
| Number of disputes where strike not averted (or ended)..... | 1 | 1 | 4 | 4 | 4 | 3 | 1 | 1 | 1 | 1 | 1 | 2 | 3 | 5 | 2 | 0 | 34 |

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

I. MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

- 1. Appointed by the Minister, under Section 8, Sub-section 1, of the I.D.I. Act, on recommendation from the party concerned.
- 2. Appointed by the Minister, under Section 8, Sub-section 2, of the I.D.I. Act, in the absence of a recommendation from the party concerned.
- 3. Appointed by the Minister, under Section 8, Sub-section 3, of the I.D.I. Act, on the joint recommendation of the two members first appointed.
- 4. Appointed by the Minister, under Section 8, Sub-section 4, of the I.D.I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

(a) COAL MINES

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|--|--------------------------|--|---------------------------|---|--|-------------------------------------|------------------------------------|---|
| Oct. 3, 1921 | Dominion Coal Company and certain of its employees, being miners and mine labourers working at Nos. 6 and 7 Mines, Springhill, members of Local Union No. 4514, United Mine Workers of America. | Employees... | Springhill, N.S.... | 165 dir., 12,200 indir. | Against reduction in wages and changes in working conditions. | ..... | ..... | ..... | After the application had been received a representative of the department visited the locality and through his mediation negotiations between the disputants were renewed, resulting in a threatened strike being averted. The matter of the establishment of a Board was, therefore, left in abeyance. |
| Dec. 24, 1921 | Dominion Coal Company, Nova Scotia Steel and Coal Company and Acadia Coal Company and certain of their employees respectively, being members of District No. 26, United Mine Workers of America. | Employees.... | Cape Breton Island, N.S. | 10,000 dir., 3,000 indir. | Against reduction in wages | U. E. Gillen, (c) 4; Jan. 6, 1922 Col. W. E. Thompson, (E) 2; Jas. Ling, (M) 1. | Jan. 30, Jan. 31, 1922 | ..... | The report was signed by the chairman and Colonel Thompson and contained recommendations as to settlement of the dispute. Mr. Ling presented a minority report. No strike occurred in this dispute but differences in an acute form continued and were the subject of much public discussion. Neither side formally accepted the findings of the Board and sometime after the close of the fiscal year the Board was re-convened, and the members of the same having, after assembling, resigned membership the Board was declared by the Minister to be defunct and a new Board was established to make a further investigation. |
| Mar. 21, 1922 | Coal operators, being members of Western Canada Coal Operators' Association and certain of their employees, being members of District 18, United Mine Workers of America. | Employees.... | Southern Alberta and South-eastern British Columbia. | 9,000 dir., 3,000 indir. | Wages and working conditions. | W. E. Knowles, K.C., (c) 4; R. G. Drinnan, (E) 1; H. Ostlund, K.C., (M) 1. | March 31, 1922 | ..... | Proceedings were unfinished at the close of the fiscal year, but looking slightly beyond the date in question it may be noted that the miners ceased work on March 31, the strike being undoubtedly involved with that declared on the same date in bituminous and anthracite mines of the United |

States and extending generally throughout all mines which had agreements with the U.M.W.A., such agreements terminating as in the case of that of District 18 on March 31. At the date of writing, (June, 1922) the strike continued both in the United States and in District 18 and bade fair to last for many weeks. Agreement covering District 26, Nova Scotia, had been of a special nature and had terminated during December, 1921.

(2) TRANSPORTATION AND COMMUNICATION

(a) RAILWAYS

| | | | | | | | | | |
|----------------|---|---------------|-------------------------|--------------------------------|---|--|--------------|--------------|--|
| March 17, 1921 | Canadian National Railways and certain of its employees in the Stores Department, Fort Rouge, Winnipeg, being members of Victoria Lodge No. 1326, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. | Employees.... | Winnipeg, Man..... | 10 dir..... 100 indir..... | Wages and dismissal of certain employees. | R. W. Craig, K.C., (c) 3; C. E. Dafoc, (E) 1; T. J. Murray, (M) 1. | May 17, 1921 | June 9, 1921 | This dispute was investigated by two special representatives of the department and as the result of their inquiries a Board was not immediately established, there being ground for the view that it would be settled by negotiations. Direct negotiations, however, failing, a Board was established and secured an agreement signed by representatives of both parties to the dispute. |
| April 25, 1921 | Algoma Eastern Railway and its employees of various classes, members of Division No. 4, Railway Employees Department, American Federation of Labour. | Employees.... | Sudbury, Ont..... | 21 dir..... 30 indir..... | Wages..... | Rev. Father Brennan, (c) 4; Basil Campbell, (E) 2; Fred Bancroft, (M) 1. | May 30, 1921 | July 5, 1921 | The report was unanimous and was accompanied by letters from both parties to the dispute accepting the findings of the Board and advising that a settlement had been reached as a result of the Board's efforts; no strike occurred. |
| May 31, 1921 | Canadian Pacific Railway and certain of its employees, being clerks, freight handlers, etc., members of Lodge No. 1506, International Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. | Employees.... | Port McNicoll, Ont..... | 200 dir..... 200 indir..... | Wages..... | ..... | ..... | ..... | It was decided that the dispute here in question did not involve the company named as employer, the company's business being operated through a contractor. Later an application involving the contractor, F. W. Nicholas, as employer was submitted. (See below.) |

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued
(a) RAILWAYS—Continued

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (C) Chairman; (E) Employer; (M) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|---|--------------------------|---------------------|-------------------------|------------------------------|---|-------------------------------------|------------------------------------|---|
| May 27, 1921 | Canadian Pacific Railway Company and Grand Trunk Railway Company (including Canadian National Railways) and freight handling staffs, Montreal Wharf. | Employees | Montreal, Que. | 500 dir., 3,000 indir. | Alleged breach of agreement. | | | | Negotiations between the disputants were renewed as a result of departmental mediation and an adjustment was effected without Board reference. |
| June 6, 1921 | Canadian Pacific Railway Company and Western Stevedore Company and certain of their employees, being freight handlers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Twin Lodge No. 605. | Employees | Port William, Ont. | 300 to 400 | Wages | | | | The application was regarded as defective at important points. Also inquiry suggested that the differences had not yet reached the stage of a dispute within the meaning of the statute. No Board was established on this application, but later the matter was revived in an application which named the Western Stevedore Company alone as the employer. (See below.) |
| June 25, 1921 | Canadian National Railways, Western Lines, and certain of its employees, being ditcher engineers, watchmen and firemen, members of the International Brotherhood of Steam shovel and Dredge men. | Employees | C. N. System | 46 dir., 96 indir. | Wages | | | | At the time this application was received the question of wage rates for all classes of railway employees was about to be considered and it was doubtful if the dispute came within the statute. The question of establishing a board was allowed to remain in abeyance for a while and the dispute passed away. |
| July 16, 1921 | F. W. Nicholas and certain of his employees in the freight sheds at Port McNicoll, Ont., members of Lodge No. 1506, International Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. | Employees | Port McNicoll, Ont. | 200 dir., 200 indir. | Wages | J. M. Godfrey, K.C., (C) 4; Allan Purvis, (E) 2; J. G. O'Donoghue, (M) 1. | Aug. 10, 1921 | Aug. 27, 1921 | The report of the Board was unanimous and contained recommendations as to settlement of the dispute. These findings were accepted by the employees but not by the employers. No strike occurred. |

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|---------------|--|--------------------------------------|------------|---|-------|-------------------|--|
| July 25, 1921 | Canadian Pacific Railway Company and certain of its employees, being members of the Brotherhood of Railway Clerks, Freight Handlers, Express and Station Employees. | Employees... C.P.R. (Western Lines). | 2,500..... | Wages..... | | | After the application had been received negotiations between the disputants were renewed and Board procedure was rendered unnecessary. |
| July 26, 1921 | Canadian National Transfer Company and certain of its employees, being teamsters and chauffeurs, members of Local 124, Canadian Brotherhood of Railroad Employees. | Employees... Winnipeg, Man..... | 53..... | Union recognition and alleged dismissal of certain employees. | ..... | ..... | In the Minister's view the causes of this dispute were not such as brought the matter within the scope of the I. D. I. Act for adjustment; no strike occurred. |
| July 26, 1921 | Canadian National Railway and certain of its employees, being clerks, freight handlers, roundhouse, shop and station employees, etc., members of the Canadian Brotherhood of Railroad Employees. | Employees... C. N. System..... | 7,000..... | Against reduction in wages. | ..... | ..... | The employing railway objecting to the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act and favouring reference under the terms of the Conciliation and Labour Act, the dispute was dealt with under the last mentioned statute. (See below) |
| Aug. 2, 1921 | Grand Trunk Railway Company and certain of its employees, being clerks, freight handlers, roundhouse and shop labourers, station employees, etc., members of the Canadian Brotherhood of Railroad Employees. | Employees... G. T. System..... | 6,000..... | Against reduction in wages. | ..... | Nov. 22, 29, 1921 | The report was signed by the chairman and Mr. Vaughan and was accompanied by an agreement signed by representatives of the company and the various unions embracing the employees concerned. Mr. Bercovitch presented a minority report. No strike occurred. |
| Aug. 6, 1921 | Western Stevedore Company and certain of its employees, being members of Twin City Lodge No. 605, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. | Employees... Fort William, Ont.. | 300..... | Wages and conditions and certain alleged unjust dismissals. | ..... | Sept. 21, 1921 | The report was unanimous and was accompanied by a signed agreement between the disputants. |

(2) TRANSPORTATION AND COMMUNICATION—Continued
(a) RAILWAYS—Concluded

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|---|--------------------------|--|-------------------------|-----------------------------|--|-------------------------------------|---|---|
| Aug. 6, 1921 | Various railways, members of Railway Association and certain employees of said railways, being engineers, firemen, conductors, trainmen, yardmen and telegraphers, members of the several trade unions of these classes of workers. | Employees... | Lines of the several railways in Canada. | 35, 150.... | Against reduction in wages. | The Hon. Mr. Justice F. S. MacLennan, (c) 4; Isaac Pitblado, K.C., (E) 2; David S. Campbell, (M) 1. | Sept. 16, 1921 | Interim report (Oct. 11, 1921. Agreement reached Jan. 18, 1922. | The Board presented an interim report, which was accompanied by a tentative agreement signed by representatives of the various railways and the various unions embracing the employees concerned. The agreement required that the Board should remain in existence until it was ascertained whether its services should be further desired in the event of a revision prior to July 15, 1922, of the schedule represented in the agreement. Pursuant to the recommendations of the interim report negotiations between the disputants were renewed and as a result an agreement was reached which rendered unnecessary further procedure before the Board. No strike occurred. In view of the fact that a Board had been established a few months earlier to deal with a dispute between these same parties concerning the same questions, it was considered that the establishment of another Board was not justifiable. No strike occurred. |
| Aug. 22, 1921 | Canadian National Railways and certain of its employees in the Mechanical Stores Department, Fort Rouge, Winnipeg, being members of Victory Lodge No. 1326, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. | Employees... | Winnipeg, Man.... | 100..... | Against reduction in wages. | | | | |
| Sept. 19, 1921 | Toronto Union Station Company and certain of its employees, being assistant baggage agents, etc., members of Division No. 123, Canadian Brotherhood of Railroad Employees. | Employees... | Toronto, Ont..... | 120..... | Against reduction in wages. | | | | After the application had been received an officer of the department intervened and through his mediation the parties concerned agreed to allow action in this matter to be deferred until a decision had been reached by a Board already in existence dealing with questions affecting this same class of employees. The agreement which accompanied the report of the said Board disposed of the points in this case. |

| | | | | | | | | | |
|---------------|--|--------------|-------------------|--------------------------|--|----------------------|-------|-------|--|
| Oct. 12, 1921 | Canadian Pacific Railway, Canadian National Railways and Grand Trunk Railway, and their freight handlers in the Port of Montreal, members of Division No. 178, Canadian Brotherhood of Railroad Employees. | Employees... | Montreal..... | 300 dir. 1,850 indir. | In protest against alleged violation of agreement. | ..... | ..... | ..... | This dispute was dealt with by a departmental officer and the establishment of a Board was deemed unnecessary. No strike occurred. |
| Feb. 13, 1922 | Algoma Eastern Railway Company and employees in various classes, members of Division No. 4, Railway Employees Department, American Federation of Labour. | Employees... | Sudbury, Ont..... | 10..... | Wages and conditions... | Fred Bancroft, (M) 1 | ..... | ..... | Proceedings unfinished at the close of the fiscal year. |

(b) STREET RAILWAYS

| | | | | | | | | | |
|---------------|--|--------------|------------------------------------|------------------------|---|---|---------------|-----------------------|---|
| Mar. 17, 1921 | Niagara, St. Catharines and Toronto Railway Company and certain of its employees, being members of Local Division No. 846, Amalgamated Association of Street and Electric Railway Employees of America. | Employees... | St. Catharines, Ont. and vicinity. | 160 dir. 150 indir. | Alleged discrimination against certain employees. | D. Dick, Jr., (c) 4; G. D. Kelley, (E) 1; Jos. Gibbons, (M) 1. | May 6, 1921 | Aug. 8, Sept. 1, 1921 | The report was signed by the chairman and Mr. Gibbons and contained recommendations as to settlement of the dispute. These were accepted by the employees, and, with certain reservations, by the company. Mr. Kelley presented a minority report. No strike occurred. |
| April 9, 1921 | Toronto and York Railway Company and certain of its employees on the Metropolitan, Mimico and Scarboro Divisions, being linemen, wiremen, train despatchers, operators, etc., members of the Toronto Branch of the Canadian Electrical Trades Union. | Employees... | Toronto, Ont..... | 170 dir. 100 indir. | Wages and conditions... | A. Purvis, (c) 4; F. H. McGuigan, (E) 2; Louis Braithwaite, (M) 1. | June 13, 1921 | June 28, 1921 | In view of certain negotiations concerning changes in ownership of this railway the matter of the establishment of a Board was held for a time in abeyance. In the meantime an officer of the department in the locality endeavoured to bring about a settlement of the dispute through renewed negotiations between the parties concerned. As this settlement could not be effected and as the changes in the management of the railway did not take place a Board was established. The report was signed by the chairman and Mr. McGuigan. Mr. Braithwaite presented a minority report. The findings of the Board were not accepted by the employees; no strike occurred. |

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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued*(2) TRANSPORTATION AND COMMUNICATION—*Continued*(b) STREET RAILWAYS—*Continued*

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|---|--------------------------|---------------------------------------|----------------------------|--|--|-------------------------------------|------------------------------------|--|
| May 11, 1921 | London Street Railway Company and certain of its employees, being motormen, conductors, barnmen, trackmen and linemen, members of Division No. 741, Amalgamated Association of Street and Electric Railway Employees of America. | Employees... | London, Ont..... | 240..... | Wages..... | J. M. Donahue, (M) 1. | ..... | ..... | After the application had been received an officer of the Department visited the locality and through his mediation negotiations between the disputants were renewed and an adjustment of the dispute effected without Board reference. |
| June 6, 1921 | New Brunswick Power Company and certain of its employees, being motormen, conductors, electric power-house employees, etc., members of Division 663, Amalgamated Association of Street and Electric Railway Employees of America. | Employees... | St. John, N.B..... | 212 dir..... 65 indir. | Wages and conditions... | The Hon. Mr. Justice W. B. Chandler, (c) 3; C. W. Burnee, (E) 2; W. Frank Hathaway, (M) 1. | June 11, 1921 | June 23, 1921 | The report of the Board was unanimous and contained certain recommendations with regard to changes in working conditions, also respecting a decrease in wages. The award was accepted by the employees but rejected by the company and a strike occurred on June 29. |
| June 6, 1921 | Niagara, St. Catharines and Toronto Railway Company and its street railway employees. | Employees... | St. Catharines, Ont. | 160 dir..... 140 indir. | Against reduction in wages and alleged discrimination concerning certain employees. Wages and conditions... | ..... | ..... | ..... | As a Board was already in existence dealing with matters between this company and the same class of employees this dispute was referred to that Board for attention. (See above). |
| June 14, 1921 | Toronto Suburban Railway Company and certain of its employees, being linemen, operators, wiremen, etc., members of the Canadian Electrical Trades Union, Toronto Branch. | Employees... | Toronto, George-town and Guelph, Ont. | 40 dir..... 30 indir. | Wages and conditions... | U. E. Gillen, (c) 4; G. D. Kelley, (E) 1; H. E. Manning, (M) 1. | July 21, 1921 | Nov. 4, 1921 | The report of the Board was unanimous and contained recommendations as to settlement of the dispute. These findings were accepted by the company and an adjustment was effected. |

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|------------------|---|---------------|---|---------------------------------|--|---|------------------|--------------------------------|---|
| July 29, 1921 | Montreal Tranways Company and certain of its employees, being members of Division No. 790, Amalgamat- ed Association of Street and Electric Railway Employees of America. | Employees.... | Montreal, Que..... | 3,300 dir..... 58,000 indir. | Against reduction wages. | in Adolphe Bazin, (c) 4; A. P. Frigon, (E) 2; Arthur Brossard, K.C., (M) 1. | Aug. 24, 1921 | Sept. 23, Sept. 23, 1921 | The report was signed by the chair- man and Mr. Frigon and contained recommendations as to settlement of the dispute. Mr. Brossard pre- sented a minority report. No strike occurred. |
| Oct. 10, 1921 | British Columbia Elec- tric Railway Com- pany, Limited, and certain of its em- ployees, being motor- men, conductors, shop- men, etc., members of Local Divisions Nos. 101, 109 and 134, Amalgamated Asso- ciation of Street and Electric Railway Em- ployees of America. | Employer..... | Vancouver, Victoria and New West- minster, B.C. | 1,600..... | Concerning reduction in wages and changes in working conditions. | W. C. Ditmars, (c) 3; A. G. McCandless, (E) 1; R. P. Petti- piece, (M) 1. | Oct. 28, 1921 | Dec. 7, Dec. 10, 1921 | The report was signed by the chair- man and Mr. McCandless. Mr. Pettipiece presented a minority report. Advice received showed that the findings were not accept- able to either party, but through renewed negotiations an adjust- ment was effected. |
| Oct. 19, 1921 | International Transit Company and certain of its employees, being conductors, motor- men, barn employees and interlocker signal- men, members of Lo- cal Division No. 850, Amalgamated Asso- ciation of Street and Electric Railway Em- ployees of America. | Employees.... | Sault Ste. Marie, Ont. | 25..... | Against reduction in wages and alleged breach of agreement. | Rev. Father Brennan, (c) 4; J. L. O'Flynn, (E) 1; E. V. McMil- lan, (M) 1. | Nov. 14, 1921 | Dec. 5, 1921 | The report of the Board was unani- mous and was accompanied by an agreement signed by both parties to the dispute. |
| Nov. 29, 1921 | Hull Electric Company and certain of its em- ployees, being mem- bers of Division No. 591, Amalgamated As- sociation of Street and Electric Railway Em- ployees of America. | Employees.... | Hull, Que..... | 138 dir..... 24 indir. | Against proposed reduc- tion in wages and changes in conditions. | W. F. O'Connor, K.C., (c) 4; G. D. Kelley, (E) 1; Fred. Ban- croft, (M) 1. | Dec. 17, 1921 | Jan. 9, Jan. 12, 1922 | The report was signed by the chair- man and Mr. Bancroft and recom- mended that the wages of the employees remain in accordance with the findings rendered by the Board established to deal with a similar dispute in August, 1920. Mr. Kelley presented a minority report. The award was accepted by the employees, but not by the company. Renewed negotiations resulted in an amicable agreement. |
| Feb. 4, 1922 | Dominion Power and Transmission Com- pany and certain of its employees, being line- men, groundmen, etc., members of the Canadian Electrical Trades Union, Ham- ilton Branch. | Employees.... | Hamilton, Ont..... | 60 dir..... 300 indir. | Against proposed reduc- tion in wages. | J. M. Godfrey, K.C., (c) 4; F. H. McGuin- gan, (E) 2; J. G. O'Donoghue, (M) 1. | Feb. 27, 1922 | ..... | Proceedings unfinished at the close of the fiscal year. |

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Concluded
(b) STREET RAILWAYS—Concluded

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|--|--------------------------|----------------|-------------------------|--|---|-------------------------------------|------------------------------------|---|
| Feb. 9, 10, 11, 1922 | Dominion Power and Transmission Company and Hamilton Street Railway Company respectively, and various classes of employees, members of Local 700, International Union of Steam and Operating Engineers, and Divisions 107 and 876, Amalgamated Association of Street and Electric Railway Employees of America | Employees | Hamilton, Ont. | 491 | Against proposed reduction in wages. | J. M. Godfrey, K.C., (c) 4; F. H. McGuigan, (E) 2; Fred Bancroft, (M) 1. | Feb. 28, 1922 | | Proceedings unfinished at the close of the fiscal year. |
| Mar. 31, 1922 | Ottawa Electric Railway Company and certain of its employees, being members of Division No. 279, Amalgamated Association of Street and Electric Railway Employees of America. | Employees | Ottawa, Ont. | | For increased wages and shorter hours. | | | | Proceedings unfinished at the close of the fiscal year. |

(c) SHIPPING

| | | | | | | | | | |
|----------------|---|-----------|------------------------|--------------------------|-------|--|--------------|--------------|--|
| April 22, 1921 | Canada Steamship Company and certain of its employees, being firemen, oilers, wheelmen, watchmen, deckhands, cooks, stewards, etc., members of the Sailors, Firemen and Cooks' Union of Canada. | Employees | Great Lakes of Canada. | 600 dir. 2,000 indir. | Wages | T. T. Black, (c) 3; Lt.-Col. G. E. Burns, (E) 2; D. L. Kennedy, (M) 1. | June 8, 1921 | Aug. 1, 1921 | The report of the Board was unanimous and contained recommendations concerning settlement of the dispute. These findings were accepted by the employees but rejected by the company. No strike occurred. |
| June 17, 1921 | Various companies in St. John, N.B., and certain of their employees, being scowmen | Employees | St. John, N.B. | 180 dir. 1,800 indir. | Wages | | | | This dispute was not deemed to be one falling within the scope of the I.O.I. Act for adjustment. No strike occurred. |

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|-----------------|---|--------------|--------------------------|----------|-----------------------------|-------|-------|-------|--|
| Aug. 8, 1921 | and lumber handlers, members of Local 272, International Longshoremen's Association. | Employees... | B.C. Coast..... | 150..... | Against reduction in wages. | | | | On July 20 a strike occurred but the employees returned to work pending the establishment of a Board. In the meantime an officer of the department visited the locality and through his mediation negotiations between the disputants were renewed and an adjustment effected without Board reference. |
| Aug. 2, 1921 | Canadian National Steamship Company, and certain of its employees, being longshoremen, members of Local No. 3841, International Longshoremen's Association. | Employees... | Prince Rupert, B.C. .... | ..... | Against reduction in wages. | ..... | ..... | ..... | After the application had been received negotiations between the disputants were renewed and an adjustment effected without Board reference. |

(d) TELEGRAPHS

| | | | | | | | | | |
|-----------------|---|--------------|-----------------------------------|--------------------------|--|-------|-------|-------|---|
| Nov. 2, 1921 | Canadian National Telegraphs and certain of its employees, being Morse and automatic telegraphers, linemen, clerks, etc., members of the Commercial Telegraphers' Union of America. | Employees... | Montreal, Que., and Toronto, Ont. | 900 dir. 1,550 indir. | Alleged violation of working agreement. | ..... | ..... | ..... | Inquiry into this case showed that the dispute did not justify the establishment of a Board. No strike occurred. |
| Nov. 8, 1921 | Marconi Wireless Telegraph Company and certain of its employees, being members of Federal Labour Union No. 16570, American Federation of Labour. | Employees... | Glace Bay, N.S. ... | 19 dir. 47 indir. | Alleged violation of agreement and against reduction in wages. | ..... | ..... | ..... | A representative of the department visited the locality and through his mediation negotiations were renewed which, it is understood, resulted in a settlement of the dispute. |

(3) MISCELLANEOUS

LIGHT AND POWER

| | | | | | | | | | |
|-----------------|--|--------------|------------------|---------|------------|--|-----------------|------------------|---|
| May 13, 1921 | Ottawa Gas Company and certain of its employees, being members of Federal Labour Union No. 16517, American Federation of Labour. | Employees... | Ottawa, Ont..... | 76..... | Wages..... | J. E. Caldwell, (c) 4; Geo. D. Kelley, (E) I; Wm. Lodge, (M) 1. | June 7, 1921 | June 23, 1921 | The report was unanimous and resulted in the settlement of the dispute. |
|-----------------|--|--------------|------------------|---------|------------|--|-----------------|------------------|---|

II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

(1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL

(a) CIVIC EMPLOYEES

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (c) Chairman: (e) Employer: (m) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|--|--------------------------|------------------|------------------------------|-------------------------------------|---|-------------------------------------|------------------------------------|---|
| March 21, 1921 | Corporation of the City of Ottawa, and certain of its employees, being firemen, members of the International Association of Fire Fighters. | Employees.... | Ottawa, Ont..... | 177 dir..... 5 indir..... | Wages and conditions of employment. | Capt. W. P. Grant, (c) 3; Ainslie W. Greene, (e) 1; Daniel McCann, (m) 1. | April 8, 1921 | May 3, 1921 | The report was unanimous and resulted in a settlement of the dispute. |
| July 15, 1921 | Corporation of the City of Hull, and its firemen, being members of Local 174, International Association of Fire Fighters. | Employees.... | Hull, Que..... | 33 dir..... 3 indir..... | Wages..... | Stanford Larose, (c) 3; Moise Laverdure, (e) 1; Eugene Reinhardt, (m) 1 | Aug. 3, 1921 | Aug. 22, Aug. 26, 1921 | The report was signed by the chairman and Mr. Laverdure. Mr. Reinhardt presented a minority report. No strike occurred. |

(b) RAILWAYS

| | | | | | | | | | |
|---------------|---|---------------|---------------------|-------|------------|-------|-------|-------|---|
| April 9, 1921 | Greater Winnipeg Water District Railway and its engineers, conductors, trainmen, etc. | Employees.... | Winnipeg, Man | | Wages..... | | | | This dispute was not deemed to be within the scope of the I.D.I. Act for adjustment and no Board was established; no strike occurred. |
|---------------|---|---------------|---------------------|-------|------------|-------|-------|-------|---|

(c) LIGHT AND POWER

| | | | | | | | | | |
|----------------|--|---------------|------------------------------|-------------------------------|--------------------------|--|-------|-------|---|
| April 30, 1921 | Toronto Electric Commissioners and certain of the employees of the Toronto Hydro Electric System, being linemen, operators, etc., members of the Canadian Electrical Trades Union, Toronto Branch. | Employees.... | Toronto, Ont., and district. | 300 dir..... 200 indir.... | Wages and conditions.... | F. H. McGuigan, (e) 3; H. E. Manning, (m) 1. | | | After the Board was established in this case further inquiry indicated that the industry was not within the scope of the I.D.I. Act, and Board procedure was abandoned; no strike occurred. |
|----------------|--|---------------|------------------------------|-------------------------------|--------------------------|--|-------|-------|---|

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(2) MISCELLANEOUS

| | | | | | | | | | |
|-------------------|---|---------------|--------------------|---------------------------|---|--------------|--|--|--|
| March 21, 1921 | Dominion Steel Company and certain of its employees, being electrical workers, machinists, etc. | Employees.... | Sydney, N.S..... | Approx. 4,000. | Against wages | reduction in | | | In this case a Board could be established only by mutual consent and the employer's consent being refused no Board was established. |
| March 24, 1921 | Nova Scotia Steel and Coal Company and certain of its employees, members of (1) the Amalgamated Association of Iron, Steel and Tin Workers; (2) the International Association of Machinists, and (3) the International Brotherhood of Electrical Workers. | Employees.... | New Glasgow, N.S. | 1,025..... | Against wages. | reduction in | ..... | ..... | In this case a Board could be established only by mutual consent, and the employer's consent being refused no Board was established. |
| April 26, 1921 | Ottawa Branch of the Association of Canadian Building and Construction Industries and certain of their employees, members of the Ottawa District Council of the United Brotherhood of Carpenters and Joiners. | Employees.... | Ottawa, Ont..... | 700 dir. 3,000 indir.. | Wages..... | ..... | ..... | ..... | In this case a Board could be established only by mutual consent, and the employer's consent being refused no Board was established. |
| April 30, 1921 | Maritime Nail Company and certain of its employees, members of Nail Makers' Union No. 14190, American Federation of Labour. | Employees ... | St. John, N.B..... | ..... | Alleged lockout and union discrimination. | ..... | ..... | ..... | In this case a Board could be established only by mutual consent, and the employer's consent being refused no Board was established. |
| July 6, 1921 | Association of Canadian Building and Construction Industries and men of various trades in the building industry in Hamilton and district, members of Hamilton Building Trades Council and Bricklayers' International Union. | Employers.... | Hamilton, Ont.... | 500..... | Wages..... | ..... | His Honour Judge Colin G. Snider, (c) 3; Joseph M. Piggott, (E) 1; H. J. Halford, (M) 1. | July 20, July 23, Supplementary report Aug. 17, 1921 | After the application had been received the bricklayers withdrew from the dispute. The report was signed by the chairman and Mr. Piggott, Mr. Halford presenting a minority report. On Aug. 10 the Board was reconvened in order to furnish further information. The supplementary report was signed by the chairman and Mr. Piggott. The original report was accepted by both parties concerned but the supplementary report was rejected by the men. On May 2, previous to the receipt of the application, a strike had occurred, and remained unsettled until July 18, when the men returned to work. |

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Concluded*(2) MISCELLANEOUS—*Concluded*

| Date of receipt of application | Parties to dispute | Party making application | Locality | No. of persons affected | Nature of dispute | Names of Members of Board: (c) Chairman: (E) Employer: (M) Employees | Date on which Board was constituted | Date of receipt of report of Board | Result of reference |
|--------------------------------|--|--|------------------------|-------------------------------|-----------------------------|---|-------------------------------------|------------------------------------|---|
| July 11, 1921 | Canadian Fish and Cold Storage Company, Limited, and certain of its employees, being members of Fish Packers' Union, Prince Rupert. | Employer, Employees | Prince Rupert, B.C. | ..... | Wages..... | J. H. McMullin, (c) 4; S. P. Memordie, (E) 1; Geo. Casey, (M) 1. | July 22, 1921 | Aug. 16, 1921 | The report of the Board was unanimous and a settlement was effected |
| Sept. 19, 1921 | Algoma Steel Corporation and certain of its employees, being engineers, firemen, conductors and brakemen. | Employees | Sault Ste. Marie, Ont. | 125 dir. 2,020 indir. | Against reduction in wages. | W. E. Segsworth, (c) 4; J. E. Irving, (E) 1; U. McFadden, (M) 1. | Nov. 25, 1921 | Dec. 27, 1921 | The report was signed by the chairman and Mr. McFadden. Mr. Irving presented a minority report. No strike occurred. |
| Feb. 7, 1922 | Employers, members of the Association of Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of Ottawa District Council of Carpenters and Joiners. | Employees | Ottawa, Ont. | 500..... | Against reduction in wages. | Charles Ogilvy (c) 3; J. S. C. Adamson, (E) 1; J. V. McCaffrey, (M) 1. | Feb. 10, 1921 | Feb. 18, 1922 | The report of the Board was unanimous and a satisfactory adjustment reached. |
| Feb. 17, 1922 | Employers, members of the Association of Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of Bricklayers' International Union No. 7. | Employees | Ottawa, Ont. | 107..... | Increased wages..... | John McJanet, (c) 3; Hugh Graham, (E) 1; Charles G. Hanger, (M) 1. | Feb. 24, 1922 | March 4, 1922 | The report was unanimous and a settlement of the dispute resulted. |
| March 23, 1922 | Employers, members of the Canadian Building and Construction Industries, Ottawa Branch, and their employees, members of Local No. 428, International Hodcarriers, Building and Common Labourers, Union of America. | Employees | Ottawa, Ont. | 300 dir. 800 indir. | Wages | D'Arcy Scott, (c) 4; G. A. Crain, (E) 1; Martin Ryan, (M) 1. | March 31, 1922 | ..... | Proceedings unfinished at the close of the fiscal year. |

PROCEEDINGS UNDER THE CONCILIATION AND LABOUR ACT

An application for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act to deal with a dispute concerning a reduction in wages was received on July 26, 1921, from employees of the Canadian National Railways being clerks, freight handlers, roundhouse, shop and station employees, parlor, sleeping and dining car employees, members of the Canadian Brotherhood of Railroad Employees, but, as mentioned in the introductory note, the employing railway indicating a preference for proceedings under the Conciliation and Labour Act, the employees, on August 2, invoked the machinery of that statute; the employer in this case, was designated as the Intercolonial and Prince Edward Island Railway, National Transcontinental, Grand Trunk Pacific and Canadian Northern Railways.

The dispute was referred accordingly to a Committee of Conciliation, Mediation and Investigation composed as follows: Mr. Hamnett P. Hill, Chairman, appointed by the Minister in the absence of a joint recommendation from the other members of the Committee. Messrs. George D. Kelley, Ottawa, and Harold Fisher, Ottawa, nominees of the company and employees respectively. This Committee failing to procure a settlement, the dispute, under the provisions of the Act, was referred to a Board of Arbitrators, the same members continuing to serve, save that Mr. Hill found it necessary to retire and the Reverend Dr. Byron Stauffer, Toronto, was appointed in his stead. The report of the Board of Arbitrators received by the Minister on November 9 was signed by the Chairman and Mr. Fisher and contained recommendations concerning settlement of the dispute. Mr. Kelley did not concur in these findings and presented a minority report. The Board's findings were accepted by the employees, but not by the company. Much correspondence followed between the department and the parties to the dispute and direct negotiations were renewed, which continued into the new fiscal year; up to the date of writing no strike had occurred and conditions did not point to such an occurrence.

II.—CONCILIATION WORK

In addition to the important duties arising out of the administration of the Industrial Disputes Investigation Act, 1907, the Department of Labour, assisted during the year in the adjustment of many labour disputes, the minister giving in some cases his personal attention to this work. The services of various officers of the department, and particularly of the fair wages officers who are stationed at different industrial centres, were also utilized extensively. The fair wages officers in question are Mr. D. T. Bulger, stationed at Vancouver; Mr. F. E. Harrison, stationed at Calgary; Mr. E. N. Compton, stationed at Toronto; Mr. W. D. Killins, stationed at Ottawa, and Mr. T. Bertrand, stationed at Montreal. Special assistance in connection with labour disputes was also rendered on various occasions in the Maritime Provinces and elsewhere by Mr. E. McG. Quirk, of Montreal. Mr. Quirk, though not actually an officer of the Department of Labour, has frequently been appointed as a special representative. The services of the correspondents of the *Labour Gazette* and superintendents of the employment offices were also utilized in connection with conciliation work at various points.

Special attention was given during the year to the labour situation in the coal fields of Nova Scotia, Alberta and British Columbia. Mr. D. T. Bulger, Vancouver, continued to act throughout the year as chairman of the Cost of Living Commission which was established in 1918 on request of the coal miners and operators of Vancouver island to deal with cost of living and wages matters there. The other members of the commission are Mr. Tully Boyce, of Nanaimo, on behalf of the coal operators, and Mr. J. McAllister, of Cumberland, on behalf of the coal miners. Four reports were submitted by this Commission dealing with the cost of living in June, September and December, 1921, and in March, 1922, respectively. Reference is made to the operations of this commission in previous annual reports of the department.

DISPUTES IN WHICH DEPARTMENT MEDIATED

The following is a list of the more important cases in connection with which mediation work was performed during the year by personal intervention on the part of the Minister of Labour, or by officers or agents of the department and by correspondence, the mediation being as a rule effective in preventing a strike or in ending a strike when the controversy had reached that stage.

| Industry | Occupation and Locality | Nature of Case |
|------------------|--|---|
| <i>Mining—</i> | | |
| Coal miners..... | Glace Bay, N.S., May, 1921 | Alleged discrimination against certain employees on account of age limit. |
| Coal miners..... | Ardley, Alta., October, 1921..... | Alleged non-payment of wages. |
| Coal miner..... | Bankhead, Alta, June, 1921 | Claim of an employee for payment for certain work. |
| Coal miners..... | Brulé, Alta., June, 1921... | Concerning a reduction in wages. |
| Coal miners..... | Coalspur, Alta., June, 1921. | Concerning a reduction in wages. |
| Coal miners..... | Drumheller, Alta., April, 1921..... | Alleged non-payment of wages.. |
| Coal miners..... | Drumheller, Alta., December, 1921..... | Respecting a reduction in wages. |
| Coal miners..... | Drumheller, Alta., February, 1922..... | Concerning reduction in wages. |
| Coal miners..... | Hillcrest, Alta., May, 1921. | Respecting contract rates for certain work. |
| Coal miners..... | Hillcrest, Alta., April, 1921 | Respecting wage rate for certain contract work. |
| Coal miners..... | Rosedale, Alta., June, 1921 | Concerning wage rates. |
| Coal miners..... | Wayne, Alta., April, 1921.. | Respecting price charged contract miners for powder. |
| Coal miners..... | Wayne, Alta., April, 1921.. | Respecting wage rates. |
| Coal miners..... | Wayne, Alta., July, 1921.. | Concerning price charged employees for powder. |

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| Industry | Occupation and Locality | Nature of Case |
|---|--|--|
| <i>Building and Construction—</i> | | |
| Stonecutters..... | Montreal, Que., May, 1921. | Dispute concerning demand of stonecutters for increased wage rates. |
| Various trades..... | Ottawa, Ont., May, 1921.. | General dispute in the building trades respecting wage rates. |
| Various trades..... | Toronto, Ont., January, 1922..... | Concerning a reduction in wages affecting plasterers, plasterers' labourers and sheet metal workers. |
| Plumbers..... | Moose Jaw, Regina and Saskatoon, Sask., June, 1921..... | Concerning a reduction in wages of plumbers. |
| Painters..... | Calgary, Alta., April, 1921. | Concerning a demand for increased wages and shorter hours. |
| Bricklayers..... | Calgary, Alta., May, 1921. | Respecting a dispute between a contracting firm and bricklayers in regard to wages and alleged discrimination. |
| Stonecutters..... | Calgary, Alta., June, 1921. | Concerning a proposed reduction of wages by a contracting company. |
| Carpenters and painters..... | Prince Rupert, B.C., January, 1922..... | Concerning complaint that current wage rates were not being paid in connection with the construction of a warehouse for the Canadian National Railways. |
| <i>Metals, Machinery and Conveyances—</i> | | |
| Sheet metal workers. | Hamilton, Ont., May, 1921 | A dispute affecting sheet metal workers, employed by a car manufacturing company and involved in a general strike of the building trades, which delayed construction of refrigerator for the Canadian National Railways. |
| Machinists..... | Hamilton, Ont., December, 1921..... | Concerning complaint from International Association of Machinists in regard to wage rates and working conditions in a car manufacturing plant holding contract for repair of cars for the Canadian National Railways. |
| Sheet metal workers. | Calgary, Alta., June, 1921. | Dispute concerning a reduction in wages. |
| Machinists..... | Calgary, Alta., September, 1921..... | Dispute concerning a reduction in wages. |
| Sheet metal workers. | Edmonton, Alta., July, 1921..... | Dispute respecting a reduction in wages. |
| <i>Pulp and Paper—</i> | | |
| Pulp and paper workers..... | Beauharnois, Que., April, 1921..... | Respecting a reduction in wages. |
| Pulp and paper workers..... | Cornwall, Ont., April, 1921 | Respecting a reduction in wages. |
| <i>Printing and Publishing—</i> | | |
| Printers..... | London, Ont., May, 1921.. | Alleged discrimination against an employee. |
| Printers..... | Toronto, Hamilton, Montreal, Winnipeg, and Ottawa, May, June and July, 1921..... | Dispute concerning increased wages and shorter hours. |
| <i>Clothing—</i> | | |
| Garment workers..... | Montreal, Que., November, 1921..... | Concerning a reduction in wages and an increase in hours. |
| Tailors..... | Hamilton, Ont., August, 1921..... | Dispute concerning a reduction in wages. |
| <i>Leather—</i> | | |
| Shoeworkers..... | Toronto, Ont., May, 1921.. | Dispute concerning a reduction in wages. |

| Industry | Occupation and Locality | Nature of Case |
|--|---|---|
| <i>Transportation (Steam Railway Service).—</i> | | |
| Railway shopmen.... | St. Thomas, Ont., December, 1921..... | Respecting the closing down of railway shops. |
| Railway clerks..... | St. Thomas, Ont., February, 1922..... | Concerning the discontinuance of extra compensation for certain work paid an employee of a railway company. |
| Railway telegraphers. | Welland, Ont., March, 1922 | Alleged violation of agreement on the part of a railway company. |
| <i>Transportation (Electric Railway Service).—</i> | | |
| Street railway employees..... | Saskatoon, Sask., April, 1921..... | Concerning request for increased wages. |
| Street railway employees..... | Calgary, Alta., April, 1922. | Dispute concerning limitation of seniority clause. |
| <i>Navigation—</i> | | |
| Harbour employees... | Montreal, Que., May, 1921. | Respecting a reduction in wage rates. |
| Coal dock employees. | Fort William and Port Arthur, September, 1921 | Respecting a reduction in wage rates put into effect by two railway companies. |
| Firemen, oilers and coal passers..... | Vancouver, B.C., July, 1921..... | Dispute concerning a reduction in wages. |
| <i>Miscellaneous Transport—</i> | | |
| Coal drivers..... | Ottawa, Ont., May, 1921 | Dispute concerning a reduction in wages. |
| Transfer employees... | Toronto, Ont., March, 1922 | Request for increased wages by employees of a railway company. |
| <i>Municipal Employment—</i> | | |
| Firemen and policemen..... | Calgary, Alta., April, 1921. | Concerning a demand for increased wages. |
| <i>Miscellaneous—</i> | | |
| Hydro electric employees..... | Toronto, Ont., January, 1922..... | Dispute concerning a change in wages and working conditions. |
| Musicians..... | Calgary, Alta., September, 1921..... | Concerning a reduction in wages. |

THE CALGARY OFFICE

During the year 1921, there was a marked decrease in the number of industrial disputes in this area. This is largely accounted for by the fact that the wage scales in the building industries were amicably settled, and also that the wage contracts between employers and employees in the coal mining industry, did not expire until March 31, 1922.

Like most other industries coal mining suffered a depression during the year. The demand for coal has been normal, while the industry is admittedly over-developed. During the war period, the industry supported a large number of employees, and it is now in the position of having the same number looking to it for their maintenance, while its production has materially decreased.

In the year 1921, the bituminous mines in District Eighteen worked an average of 197½ days; Lethbridge lignite mines, 210 days; Drumheller lignite mines, 128½ days, and the only anthracite mines in the district (at Bankhead) worked 265 days. The average earnings of a contract miner employed at the principal collieries in District Eighteen for the year 1921, was \$9.61 per shift. The day wage men received an average of \$7.18 per shift, while day wage boys made \$4.42 per shift. Contract miners employed at same mines earned an average of \$2,104 for the year. Day wage men averaged \$1,572, and boys received \$1,158.

The average number of men and boys employed during the calendar year is officially placed at 10,018, the pay-roll amounting to \$15,922,773, or an average earning per employee of \$1,589.42.

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During the year 1921, the output of coal from the mines of District Eighteen, comprising Alberta and southeastern British Columbia, was 6,784,262 tons, and for the year 1920, 7,852,856 tons; a decrease in tonnage for the year 1921 of 1,068,594 tons.

The office of the Director of Coal Operations which had had jurisdiction over the coal mining industry of Alberta and eastern British Columbia, ceased to exist at the close of the parliamentary session of 1921. Notwithstanding urgent representation upon the part of miners and operators, it was not deemed expedient to renew the legislation with regard to that position. During the period July, 1917, to June, 1922, the Coal Director had adjudicated upon five hundred and twenty-eight disputes in the coal mines of District Eighteen. After the expiration of the aforesaid legislation, Mr. W. H. Armstrong, who had officiated as Director of Coal Operations, sat as independent chairman on two or three minor disputes, which were satisfactorily adjusted.

The wage contract between the Western Canada Coal Operators' Association and the United Mine Workers of District Eighteen was completed in July, 1920, and dated for two years from April 1, 1920.

Events attending the termination of the agreement on March 31, the reference of the consequent dispute to a Board of Conciliation and Investigation under the chairmanship of Mr. W. E. Knowles, K.C., of Moose Jaw, and the strike of miners beginning on April 1, are matters into which it is unnecessary here to enter at length; but were such as to involve continuous and arduous exertions on the part of departmental officers concerned.

During the fiscal year concluding March 31, the building industry in this area materially felt the results of the general business depression. Very little construction work was attempted in the Prairie Provinces and as a result many of the employees in the building trades crafts were idle. Assistance was rendered by departmental officers in drawing up trade agreements at Calgary, Edmonton, Lethbridge and Regina. Two or three minor disputes arose and assistance was also given in these instances and amicable adjustments made.

During the months of July and August, 1921, the department sent a special representative to this area with a view to explaining to employer and employee the Joint Industrial Council plan. Meetings were held at Calgary, Edmonton, Saskatoon, Regina and Moose Jaw. In practically all of these centres the employer and employee displayed marked interest in the explanations. A Joint Industrial Council in the building trades was established at Saskatoon and one is now under consideration at Edmonton. It seems probable that with a revival in the building trades in the West this method of dealing with problems in the construction industry will be much in favour.

Wage schedules were prepared during the period mentioned for Federal Government work but principally for employment in connection with the National Parks. Only one dispute arose in connection with this work which was regarding the demolition of a steel bridge in the Rocky Mountains Park of Canada at Banff, which matter was satisfactorily adjusted.

The officers of the Calgary office of the department investigated twenty-seven industrial disputes during the period covered by this report. Seventy-nine employers and nine thousand two hundred and sixty-nine employees were affected by the disputes. In many instances the offer of mediation by the department's officers was instrumental in preventing a cessation of work in the industries concerned.

Periodical visits were paid to associations of employees and employers in the principal centres of industry. Assistance was rendered wherever possible in the preparation of working agreements between parties affected. Increased interest in the work of the department and its publications is apparent and many inquiries were received from employees and employers for information upon various subjects in which they are interested.

III. FAIR WAGES

The fair wages policy of the Government of Canada is based on a resolution of the House of Commons which was adopted in the session of 1900, as follows:—

“That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant or Dominion public funds.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903 by the inclusion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of lines of railway towards which the Parliament of Canada voted financial aid.

An Order in Council was also adopted in 1907 requiring contractors to post fair wages schedules in a conspicuous place on the public works under construction and to keep a record of payments made to workmen in their employ, such records to be open for inspection by the fair wages officers of the Government.

In connection with proposed works of construction schedules are generally prepared setting forth the minimum wages rates and hours of labour to be observed in the performance of the contract. In other cases the practice is to insert a clause calling for the observance of the current wages and hours of the district and providing that in the event of a dispute arising as to what are the current wages or hours the same shall be determined by the Minister of Labour whose decision shall be final.

Apart from the preparation of fair wages conditions for inclusion in contracts for works of construction the fair wages policy has also been applied to contracts for the manufacture of certain classes of Government supplies.

During the year 1921-22 the Department of Labour prepared fair wages conditions in connection with the execution of twenty-three contracts. These were divided among the different departments of the Government as follows: Public Works, 4; Railways and Canals, 7; Marine and Fisheries, 4; Interior, 3; Militia and Defence, 5.

On June 7, 1922, an Order in Council was passed to secure the more effective observance of the fair wages policy. Although this step was not taken during the fiscal year ending March 31, 1922, it has been thought well for purposes of information to include the terms of the Order in Council in the present annual report. The text of this order appears at the end of the present chapter.

WORKS FOR WHICH FAIR WAGES CONDITIONS WERE PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1921-22:—

DEPARTMENT OF PUBLIC WORKS

| Nature of work | Locality | Date fair wages conditions supplied by department | Amount of contract | Issue of Labour Gazette in which fair wages conditions published |
|---|----------------------------------|---|--|---|
| Reconstruction of Parliament Buildings..... | Ottawa, Ont..... | June 23, 1921.... | Amount not specified. Contractors to receive percentage on actual cost of contract. | Vol. Page. See XVI 1773 for original contract. |
| Work in government shipyard..... | Victoria Island, Ottawa Ont..... | June 29, 1921.... | No contract awarded, work performed by day labour. | |
| Harbour improvements..... | Toronto, Ont..... | Feb. 1, 1922.... | No contract awarded, work performed by day labour. | |
| Construction of dry dock..... | Esquimalt, B.C..... | Feb. 7, 1922.... | \$4,220,000 (approx.) | |

DEPARTMENT OF RAILWAYS AND CANALS

| | | | | |
|---|--|--------------------|-----------------------------|----------|
| Placing stone protection along summit level..... | Welland Canal, between Thorold and Port Colbourne, Ont. | April 30, 1921.... | \$4.00 per cu. yd..... | |
| Construction of Hamlet bridge substructure and contingent dredging. | Trent Canal, Ont..... | June 8, 1921.... | \$60,000 (estimated)..... | XXI 1191 |
| Construction of sections 1 and 2..... | Welland Canal, Ont..... | June 30, 1921.... | \$7,714,410 (estimated)... | XXI 1911 |
| Construction of sections 3 and 4..... | Welland Canal, Ont..... | Sept. 1, 1921.... | \$16,000,000 (estimated)... | |
| Supply and erection of two highway steel swing bridges at locks 1 and 3. | Welland Canal, Ont..... | Jan. 13, 1922.... | \$17,910..... | XXII 332 |
| Erection of a highway steel swing bridge..... | Trent Canal, Hamlet, Ont..... | Jan. 13, 1922.... | \$15,686..... | XXII 332 |
| Supply and erection of two highway swing bridges..... | Lachine Canal, Que..... | Jan. 13, 1922.... | \$26,600 each bridge..... | XXII 227 |

DEPARTMENT OF MARINE AND FISHERIES

| | | | | |
|---|--|-------------------|----------------------|--|
| Erection of a steel skeleton tower..... | Vicinity of Paspébiac, Bonaventure County, Que. | June 15, 1921.... | \$1,275. | |
| Erection of a wooden fog-alarm building..... | Vicinity of Quatsino, Comox-Atlin District, B.C. | Aug. 6, 1921.... | No contract awarded. | |
| Construction of a building for light and fog-alarm station. | Vicinity of Angus Island, Lake Superior Dis- trict, Ont. | Mar. 6, 1922.... | No contract awarded. | |
| Construction of a building for light and fog-alarm station. | Vicinity of Trowbridge Island, Lake Superior District, Ont. | Mar. 6, 1922.... | No contract awarded. | |

DEPARTMENT OF THE INTERIOR

| Nature of work | Locality | Date fair wages conditions supplied by department | Amount of contract | Issue of Labour Gazette in which fair wages conditions published |
|---------------------------------------|---------------------------------------|---|--|---|
| | | | | Vol. Page. |
| Improvements in government park. | Rocky Mountains Park, Banff, Alta.... | May 6, 1921 | No contract awarded, work performed by day labour. | |
| Improvements in government park..... | Waterton Lakes Park, Waterton, Alta.. | May 6, 1921 | No contract awarded, work performed by day labour. | |
| Improvements in government park. | Jasper Park, Jasper, Alta..... | May 17, 1921 | No contract awarded, work performed by day labour. | |

DEPARTMENT OF MILITIA AND DEFENCE

| | | | | |
|---|-------------------|---------------|--|--|
| Maintenance of military properties..... | Quebec, Que.... | June 25, 1921 | No contract awarded, work performed by day labour. | |
| Maintenance of military properties..... | Ottawa, Ont.... | June 29, 1921 | No contract awarded, work performed by day labour. | |
| Maintenance of military properties..... | London, Ont.... | July 16, 1921 | No contract awarded, work performed by day labour. | |
| Maintenance of military properties..... | Halifax, N.S..... | Aug. 22, 1921 | No contract awarded, work performed by day labour. | |
| Work at government arsenal..... | Lindsay, Ont. | Sept. 9, 1921 | No contract awarded, work performed by day labour. | |

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TABLE showing, by Provinces, the Fair Wages Conditions prepared, 1921-22

| Department of Government | Nova Scotia | Quebec | Ontario | Alberta | British Columbia | Total |
|---------------------------|-------------|--------|---------|---------|------------------|-------|
| Public Works..... | | | 3 | | 1 | 4 |
| Railways and Canals..... | | 1 | 6 | | | 7 |
| Marine and Fisheries..... | | 1 | 2 | | 1 | 4 |
| Interior..... | | | | 3 | | 3 |
| Militia and Defence..... | 1 | 1 | 3 | | | 5 |
| Total..... | 1 | 3 | 14 | 3 | 2 | 23 |

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1921-22.

| Name of Order | Amount of Order |
|---|-----------------|
| Making metal dating stamps and type and making other hand stamps and brass crown seals..... | \$ 13,842 81 |
| Making and repairing rubber stamp daters, etc..... | 3,319 31 |
| Supplying stamping material, pads and ink..... | 3,864 09 |
| Making and repairing post office scales..... | 13,044 35 |
| Supplying mail bagging..... | 143,580 27 |
| Supplying mail bag fittings..... | 79,258 36 |
| Making and supplying articles of official uniforms, also supplying cloth for official uniforms..... | 220,307 88 |
| Making and supplying letter carriers' satchels..... | 7,774 21 |
| Supplying letter boxes, locks and keys, also repairing letter boxes, etc..... | 3,032 55 |
| Total..... | \$ 488,023 83 |

FAIR WAGES COMPLAINTS ON GOVERNMENT WORKS

As in previous years complaint was made to the Department of Labour in various cases that contractors for government works were not complying with the fair wages requirements of their contracts. Most of these complaints related to alleged payment of lower wages rates than were contemplated by the contract. Investigation was made of all these complaints by fair wages officers of the Department of Labour and steps were taken to secure the rights of those concerned. Some of the contracts in question contained fair wages schedules. In other cases it was necessary for the fair wages officer to ascertain the rates current in the district, the requirement of the contract in these cases being that the contractor should pay the workpeople the rates of wages current in the district for the various classes of labour required.

Following is a list of the complaints relative to alleged non-payment of fair wages rates on government contracts which were dealt with by the Department of Labour during the year:—

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1922

| Complaint received | Locality and public work | Department affected | Subject of investigation | Disposition |
|---------------------------------|--------------------------------------|-------------------------------|--|---|
| April 29, 1921 Jan. 26, 1922 | Vancouver, B.C. Ballantyne Pier. | Vancouver Harbour Commission. | Alleged that contractors were not paying the prevailing rates of wages; also that overtime rate was not being paid for time worked on Saturday afternoon. | Investigation showed that the contract did not contain a fair wages clause. An officer of the department succeeded in adjusting the complaints respecting certain rates and a conference was arranged between the Vancouver Harbour Commissioners and the Vancouver Trades and Labour Council which resulted in a promise of investigation of the whole subject. The matter was also taken up with the Department of Marine and Fisheries. |
| May 5, 1921 Jan. 4, 1922 | Banff, Alta., Bridge over Bow River. | Public Works. | Complaint that a reduction had been made in the wages of structural iron workers and that the employees in question had ceased work. Alleged also that common labour was being employed in the demolition of an old steel bridge instead of structural iron workers. | Investigation was made by an officer of the department and the first mentioned dispute was referred to the Department of Public Works. A settlement was reached. An officer of the department succeeded in bringing about a settlement of the latter complaint, a certain number of union men being employed. |
| May 13, 1921 | Trent Canal, Nassau, Dumfries. | Railways and Canals. | Alleged that certain employees were not being paid the current rates in the district. | Investigation by an officer of the department showed that the claim was not justified. |
| June 5, 1921 | Welland Canal. | Railways and Canals. | 1. Complaint of carpenters on section 5 re working conditions. | 1. Investigation was made of this complaint by one of the fair wages officers and the facts were brought to the attention of the Department of Railways and Canals. |
| July 25, 1921 | | | 2. Complaint that workmen were forced to work overtime on Sundays and holidays at the rate for straight time. | 2. Investigation by an officer of the department showed that the complaint was not justified. |
| Aug. 12, 1921 | | | 3. Protest against the ten-hour day and alleged endeavours on the part of the contractors to extend the hours of labour on the contract. | 3. The Minister of Labour advised that a ten-hour day prevailed generally on work of this character in the district. |
| Sept. 2, 1921 | | | 4. Request made to ascertain and establish the current rates of wages of the various classes of labour employed. | 4. This matter received the special attention of the Minister of Labour and the Minister of Railways and Canals. Various conferences between the contractors and representatives of the workmen having failed to bring about a satisfactory adjustment, it was finally arranged that the Department of Labour should establish and post a schedule of wages and hours which were to be observed by all parties concerned. On September 27 this schedule was posted, effective September 1. A provision was made fixing a nine hour day for the winter months. |
| Oct. 11, 1921 | | | 5. Complaint from the carpenters, plumbers and steamfitters that the rates set out in the schedule which was posted on September 27 were not those prevailing in the district. | 5. The Minister of Labour advised that the matter had been fully investigated and that the rates in question were found to be correct. |
| Dec. 1, 1921 | | | 6. Complaint against contractors for sections 1 and 2 for their action in asking the employees to sign an agreement to work Sundays at straight hourly rates. | 6. An officer of the department was instructed to interview the contractors and to inform them that the wages schedule required payment for all services rendered on Sundays at the rate of time and one-half and that the contractors were expected to comply with the provisions of the schedule, and also that obtaining release from individual workmen by coercion would not relieve the contractor of his responsibility in the matter. |
| Jan 30, 1922 | | | 7. Advice was received from the contractors on sections 1 and 2, giving thirty days' notice of a proposed reduction in wages. | 7. The contractors were advised that they must observe the requirements of the fair wages clause in the contract and in the event of a dispute arising as to what was the current or fair and reasonable rate same should be determined by the Minister of Labour whose decision would be final. An officer of the department was instructed to post the fair wages clause on the work and to visit the Welland Canal for the purpose of determining the current wage scale of the district. |

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| | | | | |
|---------------|--|-----------------------|---|---|
| Feb. 8, 1922 | | | 8. Official notice was received from the contractors on section 5 asking for a change in wages rates and classifications. Complaint regarding working hours..... | <p>A conference was held in the Minister of Labour's office, Ottawa, at which rates for certain classes of labour were discussed with the respective representatives. The matter was taken up with the Department of Public Works and assurance was later received that the eight-hour day would be put into effect.</p> <p>Investigation showed that this claim was not justified.</p> <p>Investigation by an officer of the department showed that the complaint was not justified.</p> <p>An officer of the department investigated the matter and found that the complaint was justified. Assurance was received from the contractors that the prevailing rates would be paid.</p> <p>Upon investigation it was found that the work referred to was repairs to the roofs of buildings and certain fencing on the Ste. Anne's Canal which was carried on by the Superintendent of the Canal, and the complainant was advised to refer any similar complaints to the Superintendent of the Canal.</p> |
| Oct. 12, 1921 | Lawler's Island, Halifax, N. S., Immigration Building. | Public Works..... | Complaint that wages were not being paid to certain employees for time lost on account of weather conditions. Alleged that wages of carpenters had been reduced below the current scale. Alleged that contractors were not paying the prevailing rates of wages. | |
| Oct. 28, 1921 | Ottawa, Ont., Printing Bureau, Excavation work. | Public Works..... | | |
| Nov. 14, 1921 | Quebec, Que..... | Militia & Defence.... | | |
| Nov. 17, 1921 | Amherst, N.S., Armouries | Public Works..... | | |
| Dec. 6, 1921. | Sainte Anne de Bellevue. | Public Works..... | Alleged that carpenter work was being done at the Government Yard by labourers and that the eight-hour day was not being complied with. | |
| Jan. 3, 1922 | Rideau Canal, Ottawa, Ont. | Railways and Canals.. | Alleged that labourers were not being paid the prevailing rate of wages. | The matter was taken up with the Department of Railways and Canals who advised that arrangements would be made for payment of increased wages. |
| Jan. 11, 1922 | Esquimalt, B.C., Dry Dock. | Public Works..... | Complaint that a reduced scale of wages had been posted. It was claimed that under the terms of contract the wages rates should not be reduced below those contained in a fair wages schedule which had been posted by the Department of Labour in June, 1921. Request was made that a proper legal interpretation of the matter be obtained from the Department of Justice. Complaint was also made that the sub-contractors were not paying overtime rates for time worked on Saturday from 12 o'clock noon to midnight. Several other complaints were received during the year in relation to the wages of different classes of labour employed on the dry dock. | The matter was taken up with the Department of Public Works who obtained a legal interpretation of the subject from the Department of Justice to the effect that the contract was subject to the general fair wages clause calling for the observance of the current rates in the district. The matter of overtime rates was investigated by an officer of the department and it was found that two shifts were employed. The Minister of Labour submitted a ruling to the effect that where two shifts were employed straight time at the regular hourly rates would apply for work performed from 12 o'clock noon to midnight. Investigation was made of the several complaints regarding rates of wages by an officer of the department and the matters in question were disposed of in some instances by agreements between the parties concerned and in other cases by departmental rulings. |
| Jan. 28, 1922 | Toronto, Ont., Harbour Works. | Public Works..... | Alleged that the prevailing rates of wages were not being paid to certain classes of labour. | This matter was investigated by an officer of the department and recommendations concerning the same were made to the Department of Public Works. |

FAIR WAGES POLICY OF THE GOVERNMENT OF CANADA

P. C. 1206

Certified copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General, on the 7th June, 1922

The Committee of the Privy Council have had before them a report, dated 30th May, 1922, from the Minister of Labour, stating that he has had under consideration the desirability of adopting more effective measures to secure the observance of what is known as the Fair Wages Policy of the Government of Canada, and submitting as follows in connection therewith:—

The policy in question is based on a resolution which was adopted by the House of Commons in March, 1900, in the terms following:—

That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.

Under the authority of an Order in Council of August 30, 1907, contractors are required to post in a conspicuous place on any public works under construction the schedule of wages inserted in their contracts for the protection of the workmen employed, and also to keep a record of payments made to workmen in their employ, the books or documents containing such record to be open for inspection by fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

In conformity with the foregoing, conditions have been inserted in Government forms of contract requiring the observance of current wage rates and providing that in the event of any dispute arising as to what constituted the current rates of wages the same should be determined by the Minister of Labour, whose decision should be final.

An examination of the fair wage clauses of the forms of contract in use in the several Government departments shows that these differ in various respects. It is desirable that the labour provisions in question should be made as nearly uniform in terms and administration as possible.

The minister, therefore, with a view to securing the purposes desired submits the following recommendations for approval:—

That the conditions following, marked "A," shall be observed by the department or departments concerned in connection with all contracts made on behalf of the Government of Canada for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications, and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada; also that the like conditions shall, as far as practicable, be observed by the department or departments of Canada, in connection with all agreements made by the Government involving the grant of Dominion public funds in the form of subsidy, advance, loan, or guarantee for any of the purposes mentioned; and that returns shall be furnished by the departments concerned to the Department of Labour showing the nature of all contracts which have been entered into during the month preceding to which these conditions apply, the names and addresses of the contractors, the dates and amounts of the contracts, and the text of the Fair Wages Schedules, if any, inserted in such contracts.

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That the conditions following, marked "B," shall be observed by the department or departments concerned in connection with all contracts for the manufacture and supply to the Government of Canada of fittings for public buildings, harness, saddlery, clothing, and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers, and other Government officers and employees, mail bags, letter boxes, and other postal stores, and any other articles and things hereafter designated by the Governor in Council; and that returns shall be furnished by the departments concerned to the Department of Labour showing the nature of all contracts which have been entered into during the month preceding to which these conditions apply, the names and addresses of the contractors, and the dates and amounts of the contracts.

A

(1) In the case of all contracts to which these conditions apply, the department of the Government concerned shall communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Department of Labour shall thereupon prepare and furnish to the department concerned schedules setting forth the rates of wages generally accepted as current for competent workmen of the various classes required in the district in which the work is to be performed or if there be no current rates in the district, then fair and reasonable rates, the same to be recognized as the minimum rates of wages payable to the various classes of workmen employed; and also setting forth the hours of labour fixed by the custom of the trade in the district, or if there be no such custom then fair and reasonable hours, the same to be recognized as the maximum hours during which the several classes of workmen employed shall be required to work, except for the protection of life or property or on due cause shown to the satisfaction of the Minister of Labour. By the term "current wages" and the term "hours of labour fixed by the custom of the trade" in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or actually prevailing, although not necessarily recognized by signed agreements.

(2) The following provision shall be inserted in all Government contracts containing fair wages schedules:—

In the event of any dispute arising as to the wages or hours to be observed under the fair wages schedule or as to the wages and hours of any class of labour not covered by the fair wage schedule, the same shall be determined by the Minister of Labour, whose decision shall be final; payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with.

(3) In any case where the Department of Labour is unable to furnish schedules of wages and hours for the purpose aforesaid, the Department of Labour may recommend the insertion of a general clause in the terms following:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there be no current rate in such district, then a fair and reasonable rate, and shall work such hours as those fixed by the custom of the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, except for the protection of life and property, or on due cause shown to the satisfaction of the Minister of Labour. In the event of a dispute arising as to what is the

current or a fair and reasonable rate of wages or what are the current hours fixed by the custom of the trade or fair and reasonable hours, it shall be determined by the Minister of Labour, whose decision shall be final. Payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with. By the term "current wages" and the term "hours of labour fixed by the custom of the trade" in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or rates actually prevailing, although not necessarily recognized by signed agreements.

(4) In all cases where clerks of works or other inspecting officers are appointed by the Government to ensure the due observance of the contract, they shall be specially instructed by the department concerned to do all in their power to see that the labour conditions are fully complied with and to report any apparent violations to the department with which the contract was made.

(5) The following provisions shall also be inserted in all contracts to which these conditions apply:—

(a) The contractor shall post and keep posted in a conspicuous place on the premises where the contract is being executed, occupied or frequented by the workmen, the fair wages clause or schedule inserted in his contract for the protection of the workmen employed.

(b) The contractor shall keep proper books and records showing the names, trades, and addresses of all workmen in his employ and the wages paid to and time worked by such workmen, and the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

(c) The contractor shall not be entitled to payment of any money which would otherwise be payable under the terms of the contract in respect of work and labour performed in the execution of the contract unless and until he shall have filed with the minister in support of his claim for payment a statement attested by statutory declaration, showing (1) the rates of wages and hours of labour of the various classes of workmen employed in the execution of the contract; (2) whether any wages in respect of the said work and labour remain in arrears; (3) that all the labour conditions of the contract have been duly complied with; nor, in the event of notice from the Minister of Labour of claims for wages, until the same are adjusted. The contractor shall also from time to time furnish the minister such further detailed information and evidence as the minister may deem necessary in order to satisfy him that the conditions herein contained to secure the payment of fair wages have been complied with, and that the workmen so employed as aforesaid upon the portion of the work in respect of which payment is demanded have been paid in full.

(d) In the event of default being made in payment of any money owing in respect of wages of any workmen employed on the said work and if a claim therefor is filed in the office of the minister and proof thereof satisfactory to the minister is furnished, the said minister may pay such claim out of the moneys at any time payable by His Majesty under said contract and the amounts so paid shall be deemed payments to the contractor.

(e) These conditions shall extend and apply to moneys payable for the use or hire of horses or teams, and the persons entitled to payments for the use or hire of horses or teams shall have the like rights in respect of moneys so owing them as if such moneys were payable to them in respect of wages.

(f) With a view to the avoidance of any abuses which might arise from the sub-letting of contracts it shall be understood that sub-letting, other than such as may be

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customary in the trades concerned, is prohibited unless the approval of the minister is obtained; sub-contractors shall be bound in all cases to conform to the conditions of the main contract, and the main contractor shall be held responsible for strict adherence to all contract conditions on the part of sub-contractor; the contract shall not, nor shall any portion thereof be transferred without the written permission of the minister; no portion of the work to be performed shall be done at the homes of the workmen.

(g) All workmen employed upon the work comprehended in and to be executed pursuant to the said contract shall be residents of Canada, unless the minister is of opinion that Canadian labour is not available or that other special circumstances exist which render it contrary to the public interest to enforce this provision.

The following provisions shall be inserted in all contracts to which these conditions apply:—

(1) All workmen, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there be no current rate in such district, then a fair and reasonable rate, and shall work such hours as those fixed by the custom of the trade as respects hours in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district then fair and reasonable hours, except for the protection of life and property, or on due cause shown to the satisfaction of the Minister of Labour. In the event of a dispute arising as to what is the current or a fair and reasonable rate of wages or what are the current hours fixed by the custom of the trade or fair and reasonable hours it shall be determined by the Minister of Labour, whose decision shall be final; payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with.

By the term "current wages" and the term "hours of labour fixed by the custom of the trade," in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or actually prevailing, although not necessarily recognized by signed agreements.

(2) The contractor shall post and keep posted in a conspicuous place on the premises where the contract is being executed, occupied or frequented by the workpeople, the foregoing fair wages clause for the protection of the workpeople employed.

(3) The contractor shall keep proper books and records showing the names, trades, and addresses of all workmen in his employ and the wages paid to and time worked by each workman and the books and documents containing such record shall be open for inspection by the fair wages officer of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

(4) The contractor's premises and the work being performed under this contract shall be open for inspection at all reasonable times by any officer authorized by the Minister of Labour for this purpose; all such premises shall be kept by the contractor in sanitary condition.

(5) With a view to avoidance of any abuses which might arise from the sub-letting of contracts it shall be understood that sub-letting, other than such as may be customary in the trades concerned, is prohibited unless the approval of the minister is obtained; contractors shall be bound in all cases to conform to the conditions of the main contract, and the main contractor shall be held responsible for strict adherence to all contract conditions on the part of contractors; the contract shall not, nor shall any portion thereof be transferred without the written permission of the minister; no portion of the work to be performed shall be done at the homes of the workpeople, or, except as specially provided for under legislative authority, by inmates of penal institutions.

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(6) All workmen employed upon the work comprehended in and to be executed pursuant to this contract shall be residents of Canada, unless the minister is of opinion that Canadian labour is not available or that special circumstances exist which would render it contrary to the public interest to enforce this provision.

(7) The contractor shall not be entitled to payment of any money which would otherwise be payable under the terms of the contract in respect of work and labour performed in the execution of the contract unless and until he shall have filed in the office of the minister in support of his claim for payment a statement attested by statutory declaration showing: (1) the rates of wages and hours of labour of the various classes of workmen employed in the execution of the contract; (2) whether any wages in respect of the said work and labour remain in arrears; (3) that all the labour conditions of the contract have been duly complied with; nor, in the event of notice from the Minister of Labour of claims for wages, until the same are adjusted. The contractor shall also from time to time furnish to the minister such further detailed information and evidence as the minister may deem necessary in order to satisfy him that the conditions herein contained to secure the payment of fair wages have been complied with, and that the workmen so employed as aforesaid upon the portion of the work in respect of which payment is demanded have been paid in full.

(8) In the event of default being made in payment of any money owing in respect of wages of any workman employed on the said work, and if a claim therefor is filed in the office of the minister and proof thereof satisfactory to the minister is furnished, the said minister may pay such claim out of the moneys at any time payable by His Majesty under said contract and the amount so paid shall be deemed payments to the contractor.

The committee concur in the foregoing recommendations and advise that the same be approved accordingly.

RODOLPHE BOUDREAU,

Clerk of the Privy Council.

It is to be understood that where the term "minister" occurs in the Order in Council, except in the fourth paragraph on page 2, the reference is to the minister of the department with which the contract is made.

IV. STATISTICAL BRANCH

Under special arrangements with the Dominion Statistician certain classes of statistics which specially relate to the work of the Department of Labour have been left for the attention of the officers of that Department. The subjects embraced in the arrangement as to which the Department of Labour is charged with the collection of information are as follows: (1) various aspects of industrial disputes, (2) retail prices of commodities of daily life, (3) current wages and hours in different industries. The work of the Statistical Branch on these matters may be summarized as follows:—

RECORD OF STRIKES AND LOCKOUTS FOR THE YEAR

Strikes and lockouts during the calendar year 1921, numbered 145, as against 285 for the preceding year, and the number of workers involved stood at 22,930 as compared with 52,150 during 1920. In amount of time loss, however, the disputes of 1921 slightly exceeded those of 1920, there being 956,461 working days lost as against 886,754 in 1920, approximately half the time loss of 1921 being due to prolonged strikes in the printing trades and in pulp and paper manufacturing. The accompanying tables give the principal figures for the calendar year 1921 and for each previous year back to 1901.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*, and also as early in each year as possible a summary statement for the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and with increasing experience in dealing with the subject it is believed that the statistics indicate the conditions with reasonable precision.

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RECORD OF INDUSTRIAL DISPUTES IN CANADA BY YEARS, 1901-1921

| Year | No. of Disputes | | Disputes in Existence in period | | |
|-----------|------------------------------|---------------------------|---------------------------------|-----------------------|------------------------------------|
| | In exist- ence in year | Begin- ning in year | Employ- ers involved | Employees involved | Time loss in working days |
| 1901..... | 104 | 104 | 273 | 28,086 | 632,311 |
| 1902..... | 121 | 121 | 420 | 12,264 | 120,940 |
| 1903..... | 146 | 146 | 927 | 50,041 | 1,226,500 |
| 1904..... | 99 | 99 | 575 | 16,482 | 265,004 |
| 1905..... | 89 | 88 | 437 | 12,223 | 217,244 |
| 1906..... | 141 | 141 | 1,015 | 26,050 | 359,797 |
| 1907..... | 149 | 144 | 825 | 36,624 | 621,962 |
| 1908..... | 68 | 65 | 175 | 25,293 | 708,285 |
| 1909..... | 69 | 69 | 397 | 17,332 | 871,845 |
| 1910..... | 84 | 82 | 1,335 | 21,280 | 718,635 |
| 1911..... | 99 | 96 | 475 | 30,094 | 2,046,650 |
| 1912..... | 150 | 148 | 989 | 40,511 | 1,099,208 |
| 1913..... | 113 | 106 | 1,015 | 39,536 | 1,287,678 |
| 1914..... | 44 | 40 | 205 | 8,678 | 430,054 |
| 1915..... | 43 | 38 | 96 | 9,140 | 106,149 |
| 1916..... | 75 | 74 | 271 | 21,157 | 208,277 |
| 1917..... | 148 | 141 | 714 | 48,329 | 1,134,970 |
| 1918..... | 196 | 191 | 766 | 68,489 | 763,241 |
| 1919..... | 298 | 290 | 1,913 | 138,988 | 3,942,189 |
| 1920..... | 285 | 272 | 1,272 | 52,150 | 886,754 |
| 1921..... | 145 | 138 | 907 | 22,930 | 956,461 |
| All..... | 2,666* | 2,593 | 15,003 | 729,277 | 18,604,254 |

* A dispute extending over the end of a calendar year is included more than once in this figure.

The record of the department includes lockouts as well as strikes but a lockout or an industrial condition which is undoubtedly a lockout is rarely encountered. In the statistical tables, therefore, strikes and lockouts are recorded together under the term industrial disputes.

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees and lasting more than one working day. Disputes of only one day's duration or less and disputes involving less than six employees are not included in the published record but a separate record of such disputes is maintained in the department and the figures are given in the annual review. During 1921 there were 22 such disputes involving 1,486 employees and a time loss of 2,020 working days.

The only widespread and prolonged disputes during the year, involving as mentioned above over half the time loss, were in pulp and paper making and in the printing and publishing industry. In the pulp and paper industry there were strikes in eight localities against reductions of wages, varying in duration from 14 to 128 days, involving 4,257 employees and a time loss of 201,346 working days. In the printing and publishing industry there were strikes in 16 localities, in most cases for a 44-hour week with a wage increase per hour, the disputes involving 2,613 employees and a time loss of 317,934 working days. Fifteen of these strikes began in the spring but five were terminated within a comparatively short time. The others were unsettled at the end of the year. The building trades in Hamilton and Ottawa were out over 60 days against reduction of wages and involved 503 employees with a time loss of 32,192 days in Hamilton and 1,400 men and 59,720 days in Ottawa.

None of the strikes during the year involved very large numbers of employees, but there were five strikes involving over 1,000 employees. These five strikes, however, involved 7,100 employees and 22.8 per cent of the total time loss for the year. The largest number involved in a single strike in one locality was 2,000 in the pulp and

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paper-makers' strike at Sault Ste. Marie, Ont., but 2,257 employees were involved in strikes in pulp and paper-making in other localities at practically the same time. In a strike of meat-packing employees at Toronto there were 1,500 involved, but the duration of the strike was only 13 days, involving a time loss of 19,500 days. A similar strike of meat-packing employees at Montreal at about the same time involved 600 men for 48 days with a time loss of 24,200 days. The strike in the building trades at Ottawa also involved a large number of men (1,400 for 61 days, involving a time loss of 59,720 days). In the garment workers' strike at Montreal in November, 1,200 men were involved and the strike was untermminated at the end of the year. There were seven strikes in which the workers numbered over 500 but less than 1,000, altogether involving 4,122 employees with a time loss of 222,412 working days or 23.2 per cent of the total time loss for the year. There were 98 strikes, or 67.6 per cent of the total, involving less than 100 employees, with a time loss of 128,306 working days, or 29.7 per cent of the total time loss of the year.

An analysis by time loss shows there were ten disputes, each involving a time loss of over 50,000 working days with a total of 561,840 working days, or 58.7 per cent of the total for the year. Of disputes under 30 days' duration there were 85, or about 60 per cent of all, but these involved only 13.6 per cent of the time loss.

An analysis by provinces shows that out of 145 disputes, 53 occurred in Ontario and 25 in Quebec and these involved 79.2 per cent of the total time loss for the year; time losses were distributed among the other provinces in the following order: Nova Scotia, 7 per cent; New Brunswick, 6.4 per cent; British Columbia, 4 per cent; Manitoba, 2.3 per cent; Alberta, 0.7 per cent; Saskatchewan, 0.4 per cent; Prince Edward Island had only one strike of moulders involving 9 employees for 17 days, a time loss of 153 days, a negligible percentage of the total.

By industries, the greatest time loss occurred in printing and publishing, the figure standing at 317,934 days, or 33.3 per cent of the total for the year, and in pulp and paper-making the time loss was 201,346 days, or 21 per cent of the total. In building and construction the time loss was 153,372 days, or 16 per cent of the total.

An analysis of the disputes by causes shows that 87 strikes were against reductions in wages, these involving 16,255 employees and a time loss of 517,103 working days. Of these 87 disputes, 48 ended in favour of the employers, 26 ended in compromises, 9 in favour of employees and 4 were indefinite or were untermminated at the end of the year. Thirty-four strikes were for increased wages or shorter hours and other related causes or both. Three strikes against discharge of employees involved 192 employees, three for recognition of union involved 116 employees, and two against the employment of non-unionists involved 91 employees. There were three sympathetic strikes involving 81 employees. Strikes for causes involving issues as to wages and hours, therefore, numbered 121 out of 145 and involved 20,766 employees out of the total of 22,930 and resulted in time loss of 909,470 working days out of the total of 956,461.

An analysis by methods of settlement shows that 60 disputes involving 6,652 employees were settled by negotiations between the parties; of these 19 were in the building trades and 12 in the metal trades. Eighteen disputes involving 2,881 employees were settled as a result of conciliation or mediation, in most cases through the officers of the Department of Labour, 8 of these being in the building trades. Fifteen disputes involving 4,351 employees were settled by arbitration, six of these being in pulp and paper-making, and one dispute involving 55 men (street railway men in Victoria, B.C.), was terminated by a reference to a Board under the Industrial Disputes Investigation Act. In 19 disputes the employees involved (3,850 in number) returned to work on the employers' terms and in 12 disputes, involving 647 employees, the strikers were replaced.

STATISTICS OF PRICES AND WAGES

The statistical work on prices and on wages has been carried on during the year along the same lines as in recent years. From month to month the *Labour Gazette* has contained statistics of retail prices in the various industrial centres throughout the Dominion with summary tables and a statistical analysis of the movement in both retail and wholesale prices. Schedules of wages, industrial agreements and changes in wages have also been regular features of the *Labour Gazette*. Two reports on rates of wages and hours of labour in various trades in several centres were issued for the months of June and September, respectively, as supplements to the *Labour Gazette*, following Report No. 1 on wages and hours from 1901-1920, issued in March, 1921. These reports brought down to 1921 the tables of index numbers of wage rates. The tables of retail prices published monthly in the *Labour Gazette* have contained average prices of foods, calculated by the Dominion Bureau of Statistics from reports from representative dealers in each city and from reports secured through the resident correspondents of the *Labour Gazette*. From these correspondents also were secured the statistics published in the *Labour Gazette* as to retail prices of coal, wood, coal oil and as to rentals for workingmen's houses. From the average figures for each province and for the Dominion, ascertainable from these figures, comparative statements as to the average cost of food, fuel and rent from month to month and year to year have been published in the form of a weekly family budget. This budget was designed to show the changes in the costs for an average family of a man, wife and three children, living on an income of \$16 per week in 1910 (\$21 in 1913), the figures in the budget of food, fuel and rent adopted being estimated to represent about two-thirds of the total family expenditure. The budget was first published for the years 1910 and 1911 with the object of showing at least in part the movement in retail prices and cost of living as compared with the movement in wholesale prices as indicated by the index number of wholesale prices, the regular publication of which was begun at the same time. The publication of the family budget has therefore served this purpose pending the construction of an index number of retail prices, for which data as to clothing, boots, etc., have been gathered during the past two years.

The collection of statistics of wages has been continued and extended, information on this subject being secured in connection with the work of the department on fair wages schedules, proceedings under the Industrial Disputes Investigation Act, 1907, conciliation and mediation, strikes and lockouts, industrial agreements, reports of changes in wages and hours, also by reports furnished by labour organizations and representative employers. Of the three wage bulletins mentioned above the third contained an addendum on wages in coal mines from 1901 to 1921, giving statistics not available for Report No. 1, issued a year earlier. The index numbers covering 21 occupations in 13 cities and certain sample cases in factory labour, in lumbering and in coal mining are intended to indicate approximately the movement in wage rates, pending the calculation and publication of an index number covering the matter more completely.

Statistics as to the movements of prices in other countries have been published as in previous years, the considerable development of statistical work of this nature in nearly all countries having increased the amount of information available.

The statistics of wholesale prices collected by the department have been in considerable demand during the past year in connection with the analysis of the trend of prices and industrial and trade conditions. It is interesting to note that during 1921 two new index numbers of wholesale prices in Canada have been constructed; the one by Professor H. Michell, of McMaster University, designed to reflect sensitively trade conditions, the other by the Canadian Bank of Commerce, divided into two groups, one of goods chiefly exported and the other of goods chiefly imported. Another index number of wholesale prices in Canada was in process of construction

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by the Federal Reserve Board of the United States and was published soon after the end of the fiscal year. In accordance with an arrangement with the department under the Statistics Act, 1918, the Dominion Bureau of Statistics has also had under construction for some time an index number of wholesale prices in Canada intended to replace, as the official index number of wholesale prices, the index calculated and published by the department since 1910. The new index, it is proposed, will make possible from various view points and by the best statistical method the analysis of price movements required for the study of trade and industrial conditions.

The statistics of prices and cost of living have been used to a considerable extent in the adjustment of wages, while in some cases employers and employees have agreed to adjust wage rates from time to time according to the cost of living statistics in the *Labour Gazette*.

In the coal mining district of Vancouver Island the operators and the miners have agreed to continue the arrangement made at the end of 1918, whereby the changes in the cost of living are ascertained every three months by a commission and a corresponding change in wages is effected. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs. The following adjustments were recommended and made during the fiscal year: May, 1921, a decrease of $26\frac{1}{4}$ - $27\frac{1}{2}$ cents per day; August 1, 1921, a decrease of $21\frac{1}{2}$ - $22\frac{3}{4}$ cents per day; November 1, 1921, a decrease of $6\frac{1}{2}$ - $6\frac{3}{4}$ cents per day; February 1, 1922, a decrease of 30-31 cents per day. The lower of the two rates is for mines where the base rate was \$3 per day and the higher where the base rate was \$3.15 per day. The commission consists of Mr. D. T. Bulger, Fair Wages Officer of the Department of Labour, chairman, Mr. Tully Boyce, for the operators, and Mr. Matthew Gunniss, for the miners.

INDEX NUMBERS OF RATES OF WAGES FOR 21 CLASSES IN 13 CITIES OF CANADA, 1901-1921

Rates in 1913=100

| Year | Building Trades 7 classes | | Metal Trades 5 classes | | Printing Trades 2 classes | | Street Railways 1 class | | Steam Railways 6 classes | Average for 15 classes† 21 class. | |
|------|------------------------------|-----------------|---------------------------|-----------------|------------------------------|-----------------|----------------------------|-----------------|--------------------------------|--------------------------------------|------------------|
| | Weekly rates | Hourly rates | Weekly rates | Hourly rates | Weekly rates | Hourly rates | Weekly rates | Hourly rates | *Rates | Weekly rates | †Hourly rates |
| 1901 | 69.3 | 60.3 | 72.8 | 68.6 | 66.6 | 60.0 | 65.7 | 64.0 | 70.8 | 69.8 | 64.9 |
| 1902 | 73.2 | 64.2 | 74.2 | 70.2 | 68.3 | 61.6 | 70.0 | 68.0 | 73.6 | 72.7 | 67.8 |
| 1903 | 74.6 | 67.4 | 76.2 | 73.3 | 69.0 | 62.6 | 72.1 | 71.1 | 76.7 | 74.2 | 70.7 |
| 1904 | 76.3 | 69.7 | 78.9 | 75.9 | 72.3 | 66.1 | 74.0 | 73.1 | 78.6 | 76.4 | 73.1 |
| 1905 | 78.6 | 73.0 | 81.3 | 78.6 | 74.2 | 68.5 | 74.4 | 73.5 | 78.9 | 78.6 | 75.3 |
| 1906 | 81.7 | 76.9 | 82.4 | 79.8 | 75.8 | 72.2 | 76.7 | 75.7 | 80.2 | 80.8 | 77.9 |
| 1907 | 84.8 | 80.2 | 85.0 | 82.4 | 79.3 | 78.4 | 82.2 | 81.4 | 85.5 | 83.9 | 81.9 |
| 1908 | 85.9 | 81.5 | 87.3 | 84.7 | 81.5 | 80.5 | 82.5 | 81.8 | 86.7 | 85.5 | 83.3 |
| 1909 | 87.3 | 83.1 | 88.6 | 86.2 | 83.8 | 83.4 | 81.5 | 81.1 | 86.7 | 86.9 | 84.5 |
| 1910 | 90.0 | 86.9 | 89.5 | 88.8 | 88.2 | 87.8 | 86.5 | 85.7 | 91.2 | 89.4 | 88.4 |
| 1911 | 92.6 | 90.2 | 92.2 | 91.0 | 91.8 | 91.6 | 88.1 | 88.1 | 96.4 | 92.1 | 91.2 |
| 1912 | 97.4 | 96.0 | 95.9 | 95.3 | 96.0 | 96.0 | 92.3 | 92.3 | 98.3 | 96.4 | 96.2 |
| 1913 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| 1914 | 100.3 | 100.8 | 100.4 | 100.5 | 102.4 | 102.4 | 100.6 | 101.0 | 101.7 | 100.6 | 101.1 |
| 1915 | 100.5 | 101.5 | 101.2 | 101.5 | 103.6 | 103.6 | 97.4 | 97.8 | 101.7 | 101.0 | 101.6 |
| 1916 | 101.5 | 102.4 | 110.4 | 106.9 | 105.8 | 105.8 | 102.5 | 102.2 | 104.9 | 110.3 | 105.2 |
| 1917 | 108.8 | 109.9 | 124.0 | 128.0 | 111.3 | 111.3 | 115.1 | 114.6 | 110.1 | 114.5 | 114.8 |
| 1918 | 123.8 | 125.9 | 146.7 | 155.2 | 123.7 | 123.7 | 130.3 | 142.9 | 133.2 | 131.6 | 135.1 |
| 1919 | 142.9 | 148.2 | 165.3 | 180.1 | 145.5 | 145.9 | 150.5 | 163.3 | 154.2 | 151.0 | 158.0 |
| 1920 | 171.9 | 180.9 | 189.3 | 209.4 | 181.7 | 184.0 | 179.1 | 194.2 | 186.6 | 179.3 | 190.3 |
| 1921 | 164.0 | 170.5 | 166.2 | 186.8 | 188.3 | 193.3 | 177.9 | 192.1 | 165.3 | 168.8 | 176.5 |

*Per mile, day, etc.

†Includes Index numbers of mileage rates, etc., on steam railways.

‡Does not include railway classes.

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SUPPLEMENTARY INDEX NUMBERS OF RATES OF WAGES FOR COMMON LABOUR IN FACTORIES, MISCELLANEOUS FACTORY TRADES, LUMBERING AND COAL MINING INDUSTRIES: 1911-1921.

Rates in 1913=100

| Year | Common Labour in Factories: 35 Samples (a) | Miscellaneous Factory Trades : 72 Samples (a) | Lumbering: 15 Samples (a) | Coal Mining 3 districts |
|-----------|---|--|---------------------------------|----------------------------|
| | Hourly rates | Hourly rates | Hourly rates | Daily rates |
| 1911..... | 94.9 | 95.4 | 96.3 | 97.5 |
| 1912..... | 98.1 | 97.1 | 98.8 | 98.3 |
| 1913..... | 100.0 | 100.0 | 100.0 | 100.0 |
| 1914..... | 101.0 | 103.2 | 94.7 | 101.9 |
| 1915..... | 101.0 | 106.2 | 89.1 | 102.3 |
| 1916..... | 110.4 | 115.1 | 109.5 | 111.7 |
| 1917..... | 129.2 | 128.0 | 130.2 | 130.8 |
| 1918..... | 152.3 | 146.8 | 150.5 | 157.8 |
| 1919..... | 180.2 | 180.2 | 169.8 | 170.5 |
| 1920..... | 215.3 | 216.8 | 202.7 | 197.7 |
| 1921..... | 190.6 | 202.0 | 152.6 | 208.3 |

(a) Index numbers for 1921 calculated by reducing those for 1920 by the extent of the average decrease per cent in each group from 1920 to 1921, shown by the samples available for both 1920 and 1921 as follows:—Common labour in factories, 65 samples; miscellaneous factory trades, 257 samples; lumbering, 46 samples.

In addition to the statistics as to retail prices of food and fuel, and as to rates for rent, the department during 1920 and 1921 secured figures as to retail prices of staple lines of clothing, including footwear, from retail dealers throughout Canada, for each year back to 1913. The figures relate to prices prevailing at the end of the year in each case but since 1919 prices have been secured more frequently. From these quotations the percentages of changes in the cost of clothing have been calculated. Information was also secured as to the prices of household supplies, furniture, furnishings, etc., and an estimate has been made as to the percentage changes in the cost of miscellaneous items, the effect of the information gathered showing that such changes are approximately equal to the average changes in other items. The percentage changes in food, fuel, and rent have been calculated from the weekly budgets published in the *Labour Gazette* from month to month, and the accompanying table summarizes the changes from year to year by groups, the figures for each group and for all items being weighted according to the family budget method. From July, 1920, to June, 1921, food and clothing prices fell steeply, and fuel slightly, while rent advanced. Thereafter changes in all groups were not great.

CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1921

(Percentages of increase in cost by groups over 1913)

| Date | Food | Fuel | Rent | Cloth- ing | Sun- dries | All |
|-----------------|------|------|------|---------------|---------------|-----|
| Dec. 1914..... | 8 | 2* | 8* | 10 | ..... | 2 |
| Dec. 1915..... | 11 | 3* | 16* | 25 | 5 | 4 |
| Dec. 1916..... | 38 | 10 | 14* | 43 | 10 | 19 |
| Dec. 1917..... | 67 | 34 | 6* | 67 | 45 | 43 |
| Dec. 1918..... | 86 | 63 | 2 | 98 | 60 | 61 |
| Dec. 1919..... | 101 | 66 | 17 | 134 | 80 | 79 |
| July 1920..... | 130 | 91 | 34 | 160 | 90 | 101 |
| Dec. 1920..... | 102 | 118 | 39 | 135 | 90 | 92 |
| Mar. 1921..... | 80 | 109 | 39 | 95 | 87 | 77 |
| June 1921..... | 52 | 97 | 43 | 73 | 81 | 63 |
| Sept. 1921..... | 61 | 89 | 44 | 67 | 70 | 62 |
| Dec. 1921..... | 50 | 87 | 45 | 58 | 66 | 56 |
| Mar. 1922..... | 44 | 81 | 45 | 55 | 64 | 53 |

*Decrease.

V. LABOUR GAZETTE

During the year the *Labour Gazette* has been published monthly in both the English and the French languages, the average paid up monthly circulation of the English edition having been 9,785 copies and of the French edition 1,924 copies. The *Labour Gazette* constitutes the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, and publishes the reports of all Boards of Conciliation and Investigation appointed under the Act. In addition it also prints either complete or summarized reports of proceedings of official commissions, of labour conventions, and of international and other important conferences held in this and other countries, that relate to industrial matters. The *Labour Gazette* also collects and compiles in condensed form information upon industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour and other working conditions, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, technical education and other subjects. In order that such information with respect to Canada shall be as comprehensive as possible, the department maintains correspondents in some sixty industrial centres in the Dominion. Reports have been given of important legal proceedings and of typical legal decisions affecting labour.

Increasing attention has been given during the year to new labour and other social legislation in Canada. Articles have been printed from time to time summarizing such laws that have been passed during the 1921 sessions of the Dominion and Provincial Parliaments. In addition a special report has been published respecting legislation enacted in 1921 (in continuation of a series started by the department a few years ago), in which laws respecting workmen's compensation, minimum wages, etc., are either reproduced in full or extensively quoted.

In the preparation and indexing of volume XXI of the *Labour Gazette*, which covers the calendar year 1921, care has been taken to present material in concise form in order both to facilitate the work of reference and to effect economy in the matter of space. During the year it was found necessary to have reprints of certain articles of unusual industrial interest.

The *Labour Gazette*, being an official publication, and the matter appearing therein being largely of a specialized nature, its contents become frequently a matter of quotation. Credit to the *Labour Gazette* is usually given where the publication quoting is of recognized standing, and the journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is by no means inclusive, and does not of course include ordinary references to the monthly statistical articles on employment, prices, etc.: International Labour Office-Industrial and Labour Information, British Labour Gazette, Labour Overseas, United States Monthly Labour Review, Weekly News Summary (U.S. Department of Labour), Bloomfield's Labour Digest, Labour Gazette (India), Canadian Congress Journal, Law and Labor, The Survey, Industrial Canada, Canadian Manufacturer, Canadian Forum, Canada Lumberman, Canadian Mining Journal, Industrial News Survey, Vocational Summary, Business Information Service (New York), Industrial Welfare, Journal of Industrial Hygiene, National Safety News (United States), Factory, Ottawa Citizen, Alberta Labour News, London Free Press, Regina Leader, Daily News Record (New York), International Brotherhood of Blacksmiths' Monthly Journal.

VI. THE EMPLOYMENT SERVICE BRANCH

The present statement represents the fourth annual report of the Employment Service Branch of the department, known commonly as the Employment Service of Canada, being for the fiscal year ended March 31, 1922. During the year agreements under the Employment Offices Co-ordination Act were completed with all the provinces except New Brunswick and Prince Edward Island, and in the province of New Brunswick agreements were made with the cities of Moncton and Chatham. The agreements with municipalities were made in accordance with the provisions of the 1920 amendment to the act. Under this amendment the Minister of Labour is empowered to set aside from the moneys available under the act an amount for the maintenance of employment offices other than those operated by provincial governments provided that the provincial government concerned does not propose to enter into an agreement for the maintenance of employment offices. The New Brunswick government has agreed to pay twenty-five per cent of the expenditure on employment offices established by municipalities in the province signing the agreement.

At the beginning of the year there were seventy-five employment offices operating under the Employment Offices Co-ordination Act and at the end of the year there were seventy-seven distributed among the provinces as follows: Nova Scotia, 4; New Brunswick, 2; Quebec, 5; Ontario, 27; Manitoba, 9; Saskatchewan, 10; Alberta, 6; British Columbia, 14. The office at Grand Forks, B.C., was closed during the year and new offices were opened at MacLeod, Alberta, and Chatham, N.B.

The agreement entered into with the provinces and with the municipalities in New Brunswick followed in the main the agreement for the year 1920-21. A new clause included as legitimate expenditure under the Employment Offices Co-ordination Act per diem allowances and travelling expenses of members of provincial and local Employment Service councils provided that such councils were granted no powers or duties other than those approved by the Minister of Labour and provided that copies of all minutes of the meetings of these councils were forwarded to the Department of Labour. A section of the 1920-21 agreement under which the provincial governments agree to organize their respective Employment Services in such a way as to render employers and employees the services afforded by commercial employment agencies was omitted as unnecessary and a new section was added under which the provinces agreed to establish divisions for professional and business and handicapped workers in localities where the volume of business seemed to justify such action.

LIST OF EMPLOYMENT OFFICES

The following is a list of employment offices and clearing houses operated under the Employment Offices Co-ordination Act as at March 31, 1922:—

NOVA SCOTIA—Amherst, Halifax, New Glasgow, Sydney.

NEW BRUNSWICK—Moncton, Chatham.

QUEBEC—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

ONTARIO—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton,

Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa (2),

Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto (2), Windsor.

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MANITOBA—Brandon, Dauphin, Portage la Prairie, Winnipeg (6).

SASKATCHEWAN—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina (2),

Saskatoon, Swift Current, Weyburn, Yorkton.

ALBERTA—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat, MacLeod.

BRITISH COLUMBIA—Cranbrook, Fernie, Kamloops, Kelowna, Nanaimo, Nelson, New

Westminster, Prince George, Prince Rupert, Revelstoke, Vancouver (2), Vernon, Victoria.

PROVINCIAL CLEARING HOUSES—Montreal, Toronto, Winnipeg, Regina, Calgary, Vancouver.

INTERPROVINCIAL CLEARING HOUSES (Department of Labour)—Maritime Clearing House, Halifax; Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

STATISTICAL REPORT OF EMPLOYMENT OFFICES

During the fiscal year 1921-22 there were 75 employment offices operating under the terms of the Employment Offices' Co-ordination Act.

During the year the number of applications for employment reported by the offices of the Employment Service was 546,168, of which 442,333 were from men and 103,835 from women. During the preceding year applications for employment numbered 445,280.

Vacancies notified by employers to the Service during the year totalled 437,682, of which 333,266 were for men and 104,416 for women. The number of vacancies reported to the Service during the previous year was 452,344.

During the fiscal year the total number of placements effected by the offices was 363,475, of which 276,867 were in regular employment and 86,608 in casual work (employment of a duration of one week or less is termed casual). Of the placements in regular employment, 242,089 were of men and 34,778 of women. The total number of placements reported during the fiscal year 1920-21 was 420,036, of which 340,291 were in regular employment.

The following tables show the applications, vacancies and placements reported by the offices of the Employment Service in the various provinces during the fiscal year.

APPLICATIONS for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1921-March, 1922, inclusive.

| Province | Men | Women | Total |
|-----------------------|---------|---------|---------|
| Nova Scotia..... | 12,190 | 1,910 | 14,100 |
| New Brunswick..... | 5,591 | 983 | 6,574 |
| Quebec..... | 32,178 | 5,318 | 37,496 |
| Ontario..... | 145,492 | 41,704 | 187,196 |
| Manitoba..... | 56,690 | 25,571 | 82,261 |
| Saskatchewan..... | 65,569 | 7,054 | 72,623 |
| Alberta..... | 55,157 | 11,736 | 66,893 |
| British Columbia..... | 69,466 | 9,559 | 79,025 |
| Canada..... | 442,333 | 103,835 | 546,168 |

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VACANCIES in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1921-March, 1922, inclusive.

| Province | Men | Women | Total |
|-----------------------|---------|---------|---------|
| Nova Scotia..... | 5,565 | 1,577 | 7,142 |
| New Brunswick..... | 4,025 | 969 | 4,994 |
| Quebec..... | 8,011 | 4,247 | 12,258 |
| Ontario..... | 104,787 | 39,561 | 144,348 |
| Manitoba..... | 54,527 | 26,892 | 81,419 |
| Saskatchewan..... | 81,822 | 9,465 | 91,287 |
| Alberta..... | 46,549 | 13,239 | 59,788 |
| British Columbia..... | 27,980 | 8,466 | 36,446 |
| Canada..... | 333,266 | 104,416 | 437,682 |

PLACEMENTS in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1921-March, 1922, inclusive.

| Province | Regular Placements | | | Casual Placements | | | Total Placements | | |
|-----------------------|--------------------|--------|---------|-------------------|--------|--------|------------------|--------|---------|
| | Men | Women | Total | Men | Women | Total | Men | Women | Total |
| Nova Scotia..... | 3,896 | 782 | 4,678 | 1,323 | 193 | 1,516 | 5,219 | 975 | 6,194 |
| New Brunswick..... | 2,760 | 459 | 3,219 | 1,088 | 215 | 1,303 | 3,848 | 674 | 4,522 |
| Quebec..... | 6,806 | 2,706 | 9,512 | 346 | 59 | 405 | 7,152 | 2,765 | 9,917 |
| Ontario..... | 71,847 | 9,702 | 81,549 | 20,926 | 16,558 | 37,484 | 92,773 | 26,260 | 119,033 |
| Manitoba..... | 36,495 | 6,327 | 42,822 | 6,998 | 16,262 | 23,260 | 43,493 | 22,589 | 66,082 |
| Saskatchewan..... | 56,132 | 3,868 | 60,000 | 4,528 | 2,228 | 6,756 | 60,660 | 6,096 | 66,756 |
| Alberta..... | 37,431 | 6,286 | 43,717 | 3,853 | 4,050 | 7,903 | 41,284 | 10,336 | 51,620 |
| British Columbia..... | 26,722 | 4,648 | 31,370 | 5,585 | 2,396 | 7,981 | 32,307 | 7,044 | 39,351 |
| Canada..... | 242,089 | 34,778 | 276,867 | 44,647 | 41,961 | 86,608 | 286,736 | 76,739 | 363,475 |

DISBURSEMENTS TO THE PROVINCES AND TO THE CITIES OF MONCTON AND CHATHAM, N.B.

For the fiscal year under review the federal disbursements to the provinces and to the municipalities of Moncton and Chatham, N.B., for the maintenance of employment offices totalled \$239,269.01. The following table shows the distribution of the payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

| — | Alberta | British Columbia | Manitoba | Nova Scotia | Ontario | Quebec | Sask. | City of Moncton | City of Chatham | Total |
|----------------------------------|-----------|------------------|-----------|-------------|-----------|-----------|-----------|-----------------|-----------------|------------|
| | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts |
| Salaries..... | 19,157 25 | 21,621 02 | 27,310 70 | 5,243 41 | 58,502 17 | 12,757 15 | 18,344 30 | 2,450 05 | 274 04 | 165,660 09 |
| Travelling expenses..... | 3,065 71 | 958 93 | 487 85 | 159 09 | 1,151 24 | 190 96 | 1,218 26 | ..... | 3 00 | 7,235 04 |
| Rental..... | 5,392 92 | 4,171 64 | 5,047 48 | 815 00 | 12,620 01 | 1,590 00 | 5,146 48 | 300 00 | 97 00 | 35,180 53 |
| Heat..... | 61 85 | 1 88 | 133 97 | 24 37 | 994 90 | 208 84 | 14 75 | 20 50 | ..... | 1,461 06 |
| Light..... | 61 69 | 102 80 | 90 13 | 27 22 | 383 03 | 13 48 | 99 79 | 10 04 | 2 00 | 790 18 |
| Water..... | ..... | 72 | 97 26 | ..... | 46 90 | ..... | ..... | ..... | 1 00 | 145 88 |
| Office supplies and expenses... | 770 23 | 1,775 55 | 1,653 15 | 158 44 | 1,665 89 | 1,530 83 | 647 89 | 52 27 | 19 86 | 8,274 11 |
| Telephones..... | 1,834 33 | 879 67 | 1,184 78 | 227 32 | 2,572 34 | 117 34 | 1,007 22 | 58 06 | 12 23 | 7,893 26 |
| Telegrams..... | 352 90 | 590 28 | 212 81 | 27 73 | 518 48 | ..... | 347 82 | 24 66 | ..... | 2,074 68 |
| Postage, express and cartage.... | 293 03 | 297 42 | 401 34 | 163 59 | 987 51 | ..... | 577 95 | 45 00 | 5 26 | 2,771 10 |
| Advertising..... | 896 43 | 674 86 | 982 41 | 454 05 | 662 79 | ..... | 268 63 | 20 13 | 28 80 | 3,988 10 |
| Office cleaning.... | ..... | ..... | ..... | 170 12 | 2,057 08 | ..... | ..... | 27 00 | ..... | 2,254 20 |
| Repairs and alterations..... | ..... | 50 23 | 1,261 11 | 93 66 | 50 88 | ..... | 83 62 | 1 25 | ..... | 1,540 75 |
| Totals,..... | 31,886 34 | 31,125 00 | 38,862 99 | 7,564 00 | 82,213 22 | 16,408 60 | 27,756 71 | 3,008 96 | 443 19 | 239,269 01 |

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STAFF

At the beginning of the fiscal year there were 307 persons employed in the Employment Service of Canada, of whom 58 were on the staff of the Dominion Government—51 in the Department of Labour at Ottawa, 5 in the Interprovincial Clearing House at Winnipeg and 2 in the Branch Clearing House at Moncton. The remaining 249 were distributed among the staffs of the various provincial governments as follows: British Columbia, 31; Alberta, 26; Saskatchewan, 28; Manitoba, 35; Ontario, 92; Quebec, 26; New Brunswick, 3; Nova Scotia, 8.

At the end of the year the total number of employees was 308. Of these, 57 were employed by the Federal Department of Labour, 50 at Ottawa, 5 in the Interprovincial Clearing House at Winnipeg, and 2 in the Branch Clearing House that during the year was moved from Moncton to Halifax.

CONFERENCES

During the year annual conferences of the International Association of Public Employment Services, of the Employment Service Council of Canada, and of the western representatives of the Employment Service were held. The conference of the International Association which met at Buffalo September 7-9, 1921, brought together from various points in the United States and Canada men and women interested in employment service work and employment problems in general. Mr. T. W. Phillips, C.B.E., Principal Assistant Secretary of the British Ministry of Labour, in charge of the Employment and Insurance Branch of the Ministry, was also present and was the principal speaker at the dinner session on September 7, when he described the work of his department of the Ministry. Papers dealing with employment service problems and procedure were read during the conference by delegates from the United States and Canada, and one of the sessions was devoted to papers and discussions on the prevention of unemployment. On the last day, resolutions were adopted supporting the principle of a national employment service and recommending the reservation of public works for periods of industrial depression in so far as practicable.

The Employment Service Council met at Ottawa the week previous to the meeting of the International Association, and the conference of the western representatives of the Service was held at Victoria in March, 1922. Some features of the proceedings of these gatherings are mentioned later.

EMPLOYMENT STATISTICS

Statistics covering the field of employment are gathered from four principal sources: semi-monthly reports from employers, daily reports from employment offices, trade union reports, and reports on building permits.

Some index to the state of employment in general is found in the total number of employees reported by employers, as compared with the total number reported by identical employers at a given date previous. The Employment Service secures a semi-monthly report on payrolls from over 6,000 employers of labour in all lines except agriculture.

Reports on civic employment, statements of payrolls of temporary employees of departments and commissions in the fifteen largest Canadian cities were during the greater part of 1921 compiled separately. It was decided, however, to include this information with the returns from employers and it is now being shown in this report mainly under the group heading Employment, Governmental.

Daily reports from all the offices of the Employment Service throughout Canada show the number of orders for workers received, the number of applications from workers received, and the number of placements made. Not only do these statistics

afford a check on the information derived from payroll reports, but they also show to what extent an unemployment situation is relieved through the work of the offices, or conversely how far the supply of available labour in the country falls short of the employers' demands. They make possible a comparison of the work done under the peculiar geographical and climatic conditions of Canada with that of similar services in other countries, and also the interpretation and control of the larger movements of labour between different geographical sections of the Dominion.

Reports from trade unions throughout the country show the number of members in each union and the number of members out of work or working short time, reflecting in a measure the state of employment in the more skilled trades. These reports are received monthly from approximately 1,550 labour organizations with an average membership of 180,000.

Since August, 1921, the Employment Service has issued a semi-monthly bulletin, "Employment," containing statistical and other information. In addition to statistics on reports from employers and employment offices, published semi-monthly, and on building permits and reports from trade unionists, published monthly, summaries of employment conditions based on all these sources of information are given in the bulletin together with charts showing the changes from week to week. Notes on various phases of employment work in Canada and other countries are also included.

LABOUR MOBILITY

The clearance work of the Employment Service was in general carried on during the year along the lines developed in 1919-20.

The Employment Service Council at its meeting in September, 1921, expressed the opinion that the entry of foreign workers should not be permitted without the approval of the general superintendent of the province concerned. The principle that workers should not be shipped from one province to another without the consent of the receiving province was reaffirmed by the Council and a motion was carried to the effect that the practice of notifying trade unions of requests for the importation of labour in organized trades should be continued. A clause from the report of the Committee on Immigration adopted by the Council approved the progress already made towards regulating the importation of labour in accordance with the supply available in Canada and recommended that importation be permitted only after the request had been referred to the Employment Service of Canada and the latter had shown that the workers required were not obtainable in the country. To this end a circular letter to employers was shortly afterwards issued by the Department of Immigration and Colonization.

Requests for workers are frequently received from employers in different parts of the country. The employer is advised in each case to apply for the labour required at the nearest local office of the Employment Service and the majority of these orders are satisfied by labour obtained near at hand.

Since 1919 a special transportation rate for persons being sent to employment at a distance has been granted. This rate has been twice revised, but from September, 1920, has been fixed at 2.7 cents per mile with a minimum fare of \$4, tickets issued at this rate being second class. The rate obtains over the following railways: Canadian National Railways, Canadian Pacific Railway, Grand Trunk Railway, Dominion Atlantic Railways, Kettle Valley Railroad, Michigan Central Railway, Pacific Great Eastern Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, and Wabash Railroad. Reduced fare applies only in cases of bona fide placements through the Employment Service and presupposes the existence of a well-organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances when suitable employment is available near at hand.

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The number of special rate certificates issued by offices of the Service during the fiscal year 1921-22 was 33,998, of which 22,348 were issued to points in the same province as the despatching offices and 11,650 to points in other provinces.

FARM LABOUR

In accordance with the procedure adopted in the previous year for securing an adequate supply of harvest help for the Prairie Provinces, a preliminary survey of the needs of each province was undertaken early in the season through the local offices of the service. When estimates had been secured of the approximate number of workers required from outside points by each province and of the dates on which it was anticipated harvest operations would begin in the various districts, a conference was held at Winnipeg to make arrangements for the excursions. Representatives of the railways, of the farmers' organizations in the Prairie Provinces and officers of the Employment Service from these provinces and from British Columbia were present.

Strong representations were made at this conference in favour of granting excursion rates from British Columbia as well as from the eastern provinces in view of the unemployment situation on the Pacific Coast and arrangements were made later for excursions from both Victoria and Vancouver to points in Alberta and Saskatchewan. In regard to these excursions it was decided that only men selected by the offices of the Employment Service in Victoria and Vancouver were to be eligible for the reduced rates and that officers of the service at these points must be assured of the excursionists' intentions of engaging in harvest operations when they reached the prairies as well as of their ability to engage in farm work. Changes in crop conditions in Alberta during the summer necessitated the cancellation of all orders for outside help for that province and in view of these conditions it was arranged that the harvesters from British Columbia should go directly to farms in Saskatchewan on orders furnished the British Columbia offices by the Saskatchewan Employment Service.

As it was represented that the supply of labour in Nova Scotia was no more than was required in that province, no direct excursions were run from that province.

When the first excursion trains arrived in Winnipeg temporary employment offices were opened in the Canadian National and Canadian Pacific Railways stations to furnish inquiring harvesters with particulars of the requirements of the various districts as well as with full information regarding distances, fares and rates of wages to be paid. Manitoba and Saskatchewan representatives of the Employment Service were present and in daily telegraphic communication with the local offices as to their harvest labour requirements. While many of the harvesters were referred from Winnipeg direct to the farmers requiring help it was necessary in some cases to refer the workers to the local offices of the service from which the placements were made. Temporary employment offices for the purpose of dealing with harvesters were also opened in Alberta at Lomond and Retlaw, and in Saskatchewan at Melfort, Shaunavon and North Portal. Part time offices to aid in the distribution of farm labour were maintained throughout the summer at Camrose, Alberta, and Kerrobert, Saskatchewan.

Returns received from the railways indicate that in all 28,029 persons were forwarded from the East to the Prairie Provinces on harvest excursions in 1921 and 4,397 from British Columbia. Of the former, 23,119 secured harvesters' return tickets and of the latter 2,802, indicating that of the total, 80 per cent returned to their starting points.

At the meeting of the Employment Service Council in September, the Committee on Service for Special Classes gave careful consideration to the problem of selecting and distributing harvest labour. The report of this Committee noted the practice adopted by the Employment Service of advising the Railway Passenger Departments

of the estimated requirements for harvest labour following which the railways advertised their excursions in Eastern Canada at rates available to men, women or children, and pointed out that under this system no selection of harvest labour had been possible. It was therefore recommended by the Committee that the proper officers of the Employment Service should discuss with the railway officials the feasibility of having selection made in the East by the offices of the Employment Service acting upon orders received from the Clearing House. They also suggested that arrangements might be made with the railways for the running of excursions to various important centres in each of the Prairie Provinces from which harvest labour could be distributed more effectively than from Winnipeg. These recommendations were adopted by the Council as a whole. It is planned to have the officials of the various railways concerned confer with the members of the Employment Service Council on the subject at the meeting of the Council in June, 1922.

The Conference of the western representatives of the service which was held in March at Victoria discussed the possibility of securing reduced rates for farm workers in British Columbia going to points in Alberta and Saskatchewan for the spring seeding. As a result arrangements were later entered into with the railways for the granting of a considerably reduced fare during April to the persons in the coast cities seeking farm work through the offices of the service. It was found that this supply of labour would not be sufficient to meet the spring and summer demand in Saskatchewan and under an arrangement with the Canadian Pacific and Canadian National Railways special rates were granted in May, 1922, to farm workers going from Toronto, Hamilton or Ottawa, Ontario, to points in Saskatchewan. These workers were selected through the offices of the Employment Service, and were given the special rate on presentation of a certificate signed by the local employment office superintendent.

PLACEMENT IN PROFESSIONAL AND BUSINESS OCCUPATIONS

In many of the larger cities the interviewing and placement of applicants in the professional and business class is in charge of a special officer, while at Winnipeg and Toronto separate professional and business sections are maintained. In spite of unfavourable industrial conditions the placement work of these sections during the year under review was very satisfactory. The Toronto office adopted the practice of sending a bulletin listing some of its applicants to a number of local employers about once every two weeks, accompanied by a letter from the City Superintendent outlining the aims of the Employment Service and pointing out how it can serve employers. This bulletin service resulted directly in the successful placement of several of the professional and business applicants listed.

A law was enacted in British Columbia in 1919 prohibiting the collection of fees by employment agencies in so far as workmen are concerned. This legislation was intended to include teachers. As some question arose as to whether the section was sufficiently comprehensive, in order to establish the intention of the legislation more clearly, an amendment was passed in 1921 to the effect that "the expressions 'persons seeking employment' and 'workers' shall include public school teachers within the meaning of the Public Schools Act." Under authority of the amended section a prosecution was brought by the Provincial Department of Labour in February, 1922, against the manager of an agency for the employment of teachers who, acting personally rather than as manager of the company, charged a teacher three per cent of her salary, amounting to \$12, for assisting her to secure a position. Although the defendant pleaded not guilty he was convicted and ordered to pay a fine and the costs.

At the beginning of February, 1922, the Saskatchewan Teachers' Exchange, formerly maintained by the Provincial Department of Education, became an office of the Employment Service.

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Another phase of professional and business work which developed toward the end of the fiscal year was the co-operation of the Employment Service of Canada with the Employment Service of the Engineering Society of Queen's University, in distributing their applications to employers and making known vacancies to them.

PLACEMENT OF THE HANDICAPPED

The establishment of special divisions for handicapped workers in cities where the volume of business warranted such a step was recommended by the Employment Service Council of Canada and a clause to this effect was included in the agreement with the provinces for the fiscal year 1921-22. A special handicapped section was maintained in the Toronto office during the greater part of the year.

The specialized work involved in the placement of handicapped workers and the necessity for a separate section in the employment office for these cases are shown in an analysis made in June, 1921, of the handicapped applicants seeking employment at the Toronto office. In all, 200 cases were listed at that period with the office, 149 of whom were ex-service men and 51 civilians. One hundred and sixty-four (164) of the total number were apparently suffering from physical disabilities of various kinds, leg and arm amputations and wounds and injuries to the hand claiming the greatest number, while 21 were partially incapacitated through old age. Twenty were handicapped mentally and the remaining 16 were listed as doubtful cases, i.e., cases in which the precise nature of the handicap, if any, had not been ascertained. Of the 145 ex-service men coming under the physically or mentally disabled class, 75 had been retrained. Of these, however, forty-one had either been retrained in some occupation for which they were proving physically unfit or had forgotten how to use their training owing to the lapse of time since taking their courses. Only one civilian was retraining.

The Toronto office effected an arrangement with the Provincial Department of Health under which a doctor from the department held a clinic at the employment office at frequent intervals. By this means not only were the handicaps from which the men suffered more accurately determined and any malingering detected but severe cases of mental or physical disability were transferred to the Department of Health for treatment, or, if necessary, for commitment to the proper public institutions. A number of the applicants in the handicapped section were also examined by an experienced psychologist with the result that the office secured definite information on all its problem cases which proved of great value in the effort to place these men in employment.

PLACEMENT OF WOMEN

Separate divisions for women were maintained in all the larger offices, and in the Women's Divisions of the Toronto and Winnipeg offices separate sections were provided for the placement of women in farm, domestic and professional and business employment. In offices where a separate division was not maintained for women a special interviewer was usually assigned to this work. Several offices have a separate entrance for women and this practice, recommended by the Employment Service Council in September, 1921, was generally observed when alterations to office premises were made.

The total number of placements of women during the fiscal year 1921-22 was 76,739. About 55 per cent of these placements were in casual employment. There was a steady demand at most of the offices for women day workers and also for resident household workers of all kinds. As a general rule the industrial workers chiefly in demand were weavers, knitting mill operators and sewing machine operators in the textile industry, while packers and labellers for various food industries were also placed in large numbers.

The close co-operation between the Canadian Women's Hostels and the Women's Division of the Employment Service, recommended by the Employment Service Council was maintained and many of the British women brought to Canada by the Canadian Council of Immigration of Women for Household Service were placed through the Employment Service.

PLACEMENT OF JUNIORS

The junior office in Winnipeg continued its operations during the year under review and, although opportunities for suitable employment were somewhat scarce as a result of unfavourable industrial conditions, about 2,500 placements were effected. The outstanding feature of the work was the large number of boys and girls who applied and re-applied for employment. During the year almost every order for help placed in the office was immediately filled, the few exceptions being positions not considered suitable for junior workers. A follow-up system was maintained by the office which kept in touch with the various organizations in the city caring for juniors.

In September, 1921, a section was established in the Toronto office to deal with boys and handicapped workers and soon after the establishment of this section a separate entrance was provided for boys. An experienced psychologist from the staff of the University of Toronto, who is also a member of the Canadian Council on Mental Hygiene, has given much time in this section examining the boys registered. The definite first-hand information furnished by his reports proved of great value in carrying on the work of the section.

In addition to the work done in the special junior sections the Employment Service deals with a number of junior applicants in the general offices. The following table shows the number of applicants under 18 years of age in a number of the larger cities:—

| City | Period | Boys | Girls | Total | Estimated Yearly Total |
|----------------|-----------------------------|-------|-------|-------|------------------------------|
| Vancouver..... | 6 mths. | 427 | 216 | 643 | 1,286 |
| Victoria..... | 6 " | 106 | 120 | 226 | 452 |
| Calgary..... | 6 " | 197 | 150 | 347 | 694 |
| Regina..... | 6 " | 42 | 139 | 181 | 362 |
| Winnipeg..... | 10 " | 2,037 | 2,076 | 4,113 | 4,935 |
| Toronto..... | 12 " | 2,348 | 3,387 | 5,635 | 5,735 |
| Hamilton..... | 12 " | 387 | 410 | 797 | 797 |
| London..... | 12 " | 249 | 249 | 498 | 498 |
| Ottawa..... | 12 " | 123 | 296 | 419 | 419 |
| Montreal..... | 6 m. } Boys 3 m. } Girls | 448 | 183 | | 1,628 |

PROVINCIAL AND LOCAL EMPLOYMENT SERVICE COUNCILS

The establishment of Provincial and Local Employment Service Councils to assist in an advisory capacity in the administration of the Employment Service was endorsed by the Employment Service Council of Canada at its first and second meetings. The present form of agreement with the provinces calls for the organization of a provincial council in each province signing the agreement and of local councils in each city having a population of 25,000 or over, and at the third annual meeting of the Employment Service Council in September, 1921, a recommendation was passed requesting the Minister of Labour to urge the appointment of such councils upon the Provincial Governments which had not yet carried out the terms of the agreement. The Employment Service Council also recommended that members of the Council should urge their respective organizations to assist in the matter.

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In May, 1921, the Ontario Legislature passed an amendment to the Trades and Labour Branch Act empowering the Lieutenant Governor in Council to make regulations for the establishment of a Provincial Employment Service Council and of local Councils and to define the scope of their activities. Provision is made for the payment of travelling expenses and the fixing of a per diem allowance to members of the Provincial Council while on official business. Suggestions were made looking to the formation of a Provincial Council.

The Provincial Employment Service Council for Alberta, assisted by the local Councils of the Province, was active during the year in popularizing the Service among employers and workers.

Local Employment Service Councils have been established at Moncton, Moose Jaw, Prince Albert, Regina, Saskatoon, Yorkton, Calgary, Edmonton, Lethbridge and Medicine Hat, and in many instances have been of much value. Early in 1922 the Council at Moncton assisted in securing an appropriation of \$100,000 under the Government Housing Act for the construction of houses in the municipality. At Calgary in the spring of 1922 the Council gave its attention to the heavy demand for farm labour. While there was considerable unemployment in the Province difficulty was experienced in securing the number of farm hands required at the wages offered. The Council found that these wages were as high as those being offered throughout the Prairie Provinces at that time. The Secretary of the Council was therefore instructed to institute a campaign in the press for the purpose of pointing out to the citizens the seriousness of the situation and, in the event of little response being received, the Council advised the importation of labour.

COMMERCIAL EMPLOYMENT OFFICES

Legislation forbidding the operation of commercial employment offices has been in effect in Alberta, Manitoba and Saskatchewan since 1919 and in Nova Scotia and British Columbia since 1920, while in the provinces of Ontario and Quebec the number of commercial employment agencies has been reduced. At the end of the fiscal year 1920-21 further legislation was enacted in British Columbia definitely prohibiting the operation of commercial employment offices placing public school teachers and requiring all private employment offices acting as hiring agencies for employers to furnish to the General Superintendent of the province complete records of their transactions. Since the passage of this legislation the provincial Department of Labour has received reports from firms operating offices at other than their regular places of business, individuals carrying on the business of a private agency for more than one employer, offices maintained by associations of employers, crèches operated by municipal corporations and religious organizations. In the provinces where it is still legal for licensed commercial employment offices to operate some progress towards their elimination has been made as in certain cases the license under which an office operated expired and in accordance with the terms of the agreement between the federal and provincial governments such license was not renewed.

VII. TECHNICAL EDUCATION

The Technical Education Act has now been in operation for three years and its results are apparent in every province of the Dominion. The assistance given to the provinces has stimulated activity in all branches of the work and resulted in the spread of vocational education from the few large industrial centres to the smaller cities and towns. Every province is studying the educational needs of those children who are not provided for by the established academic schools, and an earnest effort is being made to extend the scope of the educational system to provide the needed vocational and citizenship training for young people entering industry and for all who have left school without sufficient training to enable them to properly fulfil the duties and responsibilities of citizenship and to advance in their work.

Vocational education is an effort to extend the scope of school work and to make educational methods scientific, that is, to base the curricula on organized facts and set up definite, clear objectives for each course. When it is pointed out that approximately 10 per cent of Canada's population can neither read nor write, that less than 20 per cent of her young people receive a complete secondary school education and that approximately one-half of her children leave school before receiving a training which a child of average intelligence should complete before his fourteenth year, it will be seen that there is room for a wide expansion in the field of secondary education. It is the purpose of the Technical Education Act to assist the provinces in promoting vocational education of secondary grade, the aims of which are,—

- to develop the intellectual, physical, social and moral qualities of life,
- to fit students for the duties and responsibilities of citizenship,
- to prepare them for following some useful occupation.

Vocational education is not antagonistic to cultural education; it is in itself essentially cultural. It is supplementary to the established system and cannot be separated from it, without injury to both systems. This fact is being recognized throughout the Dominion and one of the pleasing results of the Act is the drawing together of the advocates of the two systems and the establishment of closer co-operation between the various types of schools.

VOCATIONAL SCHOOLS IN THE DOMINION

A new type of school known as the Composite High School is being developed, which combines the academic, commercial, industrial, agricultural and home-making departments into one school and places all departments on an equal footing. This should result in the elimination of the prejudices and misconceptions which, heretofore, have diminished the efficiency of the vocational schools and retarded the growth of educational work. The increasing popularity of vocational education is indicated by the rapid increase in the number of school buildings which have been built for this purpose since the Act came into operation. Prior to 1919 there were less than ten public buildings in Canada devoted exclusively to secondary vocational education. If we include the new composite high schools, there are now thirty-two vocational buildings of which ten were completed or were in course of construction during the past year; plans are being made for the construction in the immediate future of six more buildings. These new buildings were erected in the larger industrial and commercial centres. In the smaller communities the work is confined to industrial, commercial and home-making departments in connection with the established high

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schools and to evening classes conducted in the academic day school buildings or temporary rented quarters. The total number of vocational schools on which grants are paid under the provisions of the Technical Education Act is 283 (see table IV). This number includes day vocational departments in connection with the academic high schools, day vocational schools in separate buildings, evening schools, and provincial correspondence departments. It does not include agricultural schools nor domestic science and manual training classes in connection with academic courses.

The figures in table IV are taken from returns made by the provincial governments. Because of differences in provincial regulations and different methods of organization and administration, the returns cover different periods of time and represent different kinds of work. Uniform statistics for every province in the Dominion are not yet possible but the figures given are a fair indication of the present stage in the development of vocational education.

EXPENDITURES FROM THE DOMINION GRANT

Evidence of the growth of vocational education during the past three years is contained in table I, which is a complete summary of expenditures under the Technical Education Act. Tables II and III give the federal and provincial expenditures for the past fiscal year. The figures for the past year show a marked increase over those for the previous year in every department. The total expenditure from the Dominion fund during the fiscal year has increased from \$580,635.43 in 1921 to \$720,236.05 in 1922, or 24 per cent. The corresponding increase for the previous year appears to be much greater but this is partly accounted for by the delay in receiving financial statements for work done during the year 1919-20. As a result, a portion of the money earned during this first year was not paid from the Dominion grant until the fiscal year 1920-21. Delays have been shortened by changing the periods for receiving financial statements from half yearly to quarterly, commencing the first quarter of the current calendar year. The chief reason for the decrease in the rate of expansion is the lack of adequately trained teachers to undertake the work. In their efforts to take advantage of the federal aid, the provinces, in some cases, entrusted the work to inexperienced teachers with the result that the work in these places has not been properly developed and in some places has been abandoned.

TEACHER TRAINING

The urgent need for competent vocational teachers was early recognized by those connected with the work, and immediately following the appointment of a Dominion director, efforts were made to bring about the establishment of a central teacher-training institute for the Dominion. The National Conference on Technical Education, held in Ottawa in November, 1919, outlined a scheme for such a school and unanimously recommended that the Dominion Government provide the necessary funds for building and equipping the institution. The cost of operation was to be shared by the Dominion and Provincial Governments. Full particulars of the scheme are contained in the proceedings of the conference, Bulletin No. 1, Vocational Education Series, Department of Labour. Owing to the necessity for strict economy no action was taken by the Government and the matter was temporarily dropped. Early in 1922 an effort was made to induce the present government to act on the recommendations of the conference but it was not deemed advisable for the Dominion Government to incur this additional expenditure and nothing has been done.

It is not deemed feasible or advisable for each province to establish its own teacher-training institute but, until some provision is made for the better training of vocational teachers, it cannot be expected that the work will be developed as it should be.

At present teachers for this work are drawn from the following sources:—

The teachers of academic subjects in high schools.

Teachers of manual training and household science in high schools.

Recent graduates in engineering, with or without professional training as teachers.

Skilled workers in industry who have a good general education.

Practically all the shop instructors are obtained from the last-mentioned source and very few of these have any knowledge of the science of education or teaching methods.

It is customary to start evening classes before vocational work is introduced into the day schools. This practice has made it possible to pick out the best available instructors in the evening classes for vacancies in the day schools. The difficulty is to induce the desirable instructors to become professional teachers as it usually means a sacrifice in remuneration and personal freedom. Capable men and women with good positions in industry are loath to enter the schools under these conditions. The success of the work depends upon the quality of the teachers and it is essential that the best possible teachers be secured in order to start the work on a solid foundation.

The importance of providing special training for vocational teachers is realized when it is pointed out that the great majority of the students in vocational schools are preparing for entrance into industrial and commercial occupations or are attending school part time in order to obtain special knowledge which will better fit them for advancement in their chosen occupations. In the majority of cases, attendance is not compulsory and many of the students are those to whom ordinary schooling is, or was, irksome. It is, therefore, necessary to retain their interest and create an appetite for additional knowledge if the schools are to hold them for any length of time. It is evident that this problem requires a special method of instruction and an instructor of high grade.

The best that the provinces have been able to do in the matter of providing the necessary training for vocational teachers is to conduct summer schools for those professionally unqualified teachers already engaged in the work and to allow others to go to the United States for additional training. It is not advisable and should not be necessary for Canadian teachers to secure their training in another country although valuable results can be obtained by sending experienced teachers abroad for study in order that they may bring back new ideas and introduce improved methods of instruction.

CHARACTER OF THE WORK BEING DONE

In 1919, when the Technical Education Act came into force, two of the provinces had done practically nothing in the way of vocational education except along agricultural lines, two provinces had developed different types of vocational education in day and evening classes and the remaining five had just begun to organize vocational courses on an extensive scale. Rapid strides have been made and, considering the difficulties to be overcome, the developments have been satisfactory.

One of the difficulties in administering the Act has been to determine what types of vocational education are to receive Dominion grants. As already stated the work to be promoted is confined to vocational education of secondary or high school grade. All branches of agricultural work are provided for under the Agricultural Instruction Act, consequently agricultural education is not included under the provisions of the Technical Education Act. No grants are paid on manual training and household science work in connection with the regular academic courses because manual training is not intended to prepare boys for industrial occupations and the household science work is not sufficient to prepare girls for the occupation of home-making.

Much difficulty has been experienced in distinguishing between manual training and vocational education. In the localities where vocational education is newly

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organized, there is a tendency to regard as vocational, all work which is of a practical nature, regardless of the quality of the work or the amount of time devoted to it. The experiences of other countries indicate that vocational courses in order to be effective, should provide for practical or shop work during at least one half of the time and that the academic work should be closely related to the practical.

The Technical Education Act defines technical or vocational education as "any form of vocational, technical or industrial education or instruction, approved by agreement between the minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein." The annual agreements provide that only pupils with a public school education or industrial workers over thirteen years of age shall be admitted to classes on which federal grants are paid and that a representative of the minister shall have the right to visit all schools in which vocational education is conducted, in order to satisfy himself that the work is being conducted in a satisfactory manner. It is not deemed necessary or advisable for a federal representative to visit all of the schools each year but, if the work being carried on in many localities is to become efficient vocational education, it will be necessary to provide much more personal assistance than is now being given by the Provincial Governments. The existing officials are doing all they can to assist the local authorities and to help one another, but their efforts are almost wholly confined to preliminary investigation and regular inspection. There is need in every province for experts who will be available to assist the local authorities whenever requested. A staff for this purpose exists in Ontario and it is overloaded with work.

In communities where the work was organized under favourable conditions, it has grown and developed into a permanent part of the local educational system and is recognized as such. In localities where the leaders have failed to establish vocational education, the failure has been due to one or more of the following causes:—

- Inexperience;
- Poor quality of teachers;
- Ignorance of the work;
- Lack of accurate information regarding the local educational needs;
- Failure to co-operate with other educational officials;
- Lack of judicious advertising.
- Prejudice of the people against innovations of any kind.

Vocational education in Canada is only in its infancy and it is unfair to expect a high stage of development until those engaged in the work have had more experience and until the people have become convinced of the benefits of this phase of education.

It is recognized that no one type of vocational education is suited to the needs of every province and it has been found necessary to develop new methods and special courses of study to meet the requirements of different localities in each province. Some of the provinces have now adopted the policy of making an analytical survey of local industrial and educational conditions before attempting to organize vocational classes. In this way definite objectives can be established and the vocational training can be made to meet the local needs without sacrificing the general or cultural instruction which is required by all students. In order to be of value, such surveys must be made by capable persons who can base their conclusions and recommendations on a wide experience. The benefits of this policy have been fully demonstrated in Ontario.

Owing to the increased amount of equipment and machinery necessary for shop work and to the higher average of salaries paid to vocational teachers, vocational education is more expensive than the ordinary academic education. This fact has

hampered the proper development of the work in the past. The increased provincial grants which were made possible by federal assistance to the provinces, have more than offset this increased cost, and there is now a tendency on the part of some localities to organize unnecessary vocational work in order to benefit by the large grants. This is especially true where school accommodation is urgently needed and it is difficult to raise money for building purposes. It is necessary for the provincial and Dominion officials to exercise careful supervision over the administration of the grants, if they are to prevent a mushroom growth which will end in failure in certain localities and react unfavourably on the development of the work in other places.

The provincial authorities fully realize the importance of developing the work along sound, practical lines and are anxious to receive whatever assistance they may from any source. Their time is fully occupied in solving the problems and administering the provincial funds, so that they are not in touch with developments in other provinces. Through the medium of publications and periodicals issued in the United States, Great Britain and other European countries, they are able to secure information concerning developments in foreign countries but there are no such publications in Canada, except annual reports which do not deal with the problems of organization, administration, etc., which are of benefit to other workers.

VOCATIONAL EDUCATION BULLETINS

Realizing the need for some medium for the exchange of ideas and experiences between the provinces, the Technical Education Branch has undertaken the preparation and distribution of bulletins which will be of special interest and benefit to teachers and directors in communities where the work is newly organized. These bulletins will be of two kinds, a periodical called "Vocational Education", the first number of which was issued in January, 1922, and special bulletins dealing with particular phases and problems of vocational education in Canada.

The bulletin "Vocational Education" contains brief articles from authoritative sources dealing with the developments in the work throughout the Dominion and with special features of interest to teachers and directors. It also contains news items of general interest, book reviews and lists of text-books suitable for use in Canadian vocational schools. It is hoped to issue this bulletin at frequent intervals and extend the scope of its contents as the demand arises.

The special bulletins will be compiled from information collected by the department and will deal with the more important problems and developments in connection with the organization and administration of vocational education in Canada. Bulletins are needed on such subjects as school buildings, equipment, courses of study, vocational guidance, educational surveys, etc.

IMPORTANT DEVELOPMENTS DURING THE YEAR

Although a great deal remains to be done in all branches of vocational education and much fault can be found with some of the work which has been done, there is cause for satisfaction in the general trend of developments. Mistakes are unavoidable under existing conditions, but without the financial assistance rendered by the Dominion Government it is safe to say that vocational education would not have reached its present stage of development for at least another four or five years.

The Agricultural and Technical School at Charlottetown, which is the only vocational school in the province of Prince Edward Island, was organized as a direct result of the additional government aid provided by the Technical Education Act. This school has grown faster than was hoped for by its founders and is fulfilling a pressing need which might have been neglected for several years.

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The reorganization of short-term vocational classes in the Nova Scotia Technical College, the provisions for classes among the fishermen and the development of a correspondence division in connection with the vocational work of the province have been greatly stimulated, if not made possible, by federal aid.

Liberal provincial grants on teachers' salaries and building costs are now provided by the New Brunswick Legislature, and several cities are contemplating the erection of new buildings to accommodate the growing vocational classes. Two new composite schools, which provide for both academic and vocational work, are in course of construction.

No progress report for the past year has been received from Quebec, but despite the fact that no director has yet been secured to replace Mr. Macheras, who resigned last year, the work in Quebec continues to grow and new developments are taking place.

One new day school and six new evening schools were opened in Ontario during the year. Three new buildings were in course of construction and plans were completed for the erection of four others. The Industrial Education Act was replaced by the Vocational Education Act of 1921, which provides for more advanced legislation in keeping with recent developments. A summer school for the training of vocational teachers was held for the first time in Toronto.

Teacher training classes were also conducted in connection with the normal school at Winnipeg. The school census conducted by a representative committee of business men and educationalists in Winnipeg is perhaps the most complete of its kind ever secured in Canada.

Vocational education in Saskatchewan is confined principally to the needs of the agricultural communities, although commercial classes were conducted in four cities, and a start has been made in providing evening instruction in homemaking and various branches of industrial work. No director has been appointed and a progress report for the past year is not available. The classes opened in Weyburn have been temporarily closed but new classes have been started in Saskatoon, and the work as a whole shows a marked growth over the previous year. The total enrolment in classes assisted by grants under the Technical Education Act has increased from 825 to 1,720.

The provincial director for Alberta resigned to become principal of the new composite school at Sarnia, Ont., and his successor has not yet been appointed. The Provincial Institute of Technology and Art at Calgary is nearing completion and a greatly increased enrolment of students from all parts of the province is expected to follow the opening of the new building.

The number of evening schools in British Columbia has increased from twenty-one to thirty-six and there has been a steady growth in the day schools which have increased from ten to twelve.

It is regretted that statistics from the various provinces are not sufficiently uniform or complete to give exact comparisons between provinces or with figures for preceding years but the following tables and provincial reports give a fairly complete description of the work being done throughout the Dominion.

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TABLE 1.—MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1922

| Province | Annual Appropriation | Balance from Past Years | Total Amount Available | Amount Paid to Province | Total Amount Carried Forward | Amount Lapsed |
|---------------------------|----------------------|-------------------------|------------------------|-------------------------|------------------------------|---------------|
| | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. |
| British Columbia..... | 54,279 17 | 36,141 34 | 90,420 51 | 47,904 04 | 42,516 47 | Nil |
| Alberta..... | 52,269 08 | 30,337 10 | 82,606 18 | 82,606 18 | Nil | Nil |
| Saskatchewan..... | 65,555 65 | 65,370 40 | 130,926 05 | 13,665 50 | 81,759 31 | 35,501 24 |
| Manitoba..... | 61,401 90 | 59,825 52 | 121,227 42 | 21,173 93 | 75,175 99 | 24,877 50 |
| Ontario..... | 294,672 80 | 83,502 04 | 378,174 84 | 378,174 84 | Nil | Nil |
| Quebec..... | 236,002 30 | 183,913 28 | 419,915 58 | 114,651 04 | 242,913 85 | 62,350 69 |
| New Brunswick..... | 49,699 75 | 47,700 27 | 97,400 02 | 22,160 78 | 60,125 20 | 15,114 04 |
| Nova Scotia..... | 65,545 05 | 66,502 10 | 132,047 15 | 32,758 01 | 82,888 36 | 16,400 78 |
| Prince Edward Island..... | 20,574 30 | 22,780 55 | 43,354 85 | 7,141 73 | 27,924 12 | 8,289 00 |
| Totals..... | 900,000 00 | 596,072 60 | 1,496,072 60 | 720,236 05 | 613,303 30 | 162,533 25 |

TABLE II.—SUMMARIZED STATEMENT OF EXPENDITURES FROM THE TECHNICAL EDUCATION FUND

| Province | 1919-20 | 1920-21 | 1921-22 | Totals (Three years) | Amounts Available 1922-23 |
|------------------------------------|------------|--------------|--------------|----------------------|---------------------------|
| | \$ cts. | \$ cts. | \$ cts. | \$ cts. | \$ cts. |
| British Columbia..... | 19,407 81 | 29,093 86 | 47,904 04 | 96,405 71 | 106,913 16 |
| Alberta..... | 17,107 90 | 41,438 01 | 82,606 18 | 141,152 09 | 71,019 91 |
| Saskatchewan..... | 1,142 00 | 3,534 28 | 13,665 50 | 18,341 78 | 170,294 81 |
| Manitoba..... | 2,648 49 | 7,268 00 | 21,173 93 | 31,090 42 | 148,442 36 |
| Ontario..... | 106,297 63 | 294,111 73 | 378,174 84 | 778,584 20 | 314,206 97 |
| Quebec..... | 36,500 00 | 167,886 85 | 114,651 04 | 319,037 89 | 497,759 09 |
| New Brunswick..... | 3,396 66 | 10,408 73 | 22,160 78 | 35,966 17 | 110,346 12 |
| Nova Scotia..... | | 24,193 32 | 32,758 01 | 56,951 33 | 147,207 80 |
| Prince Edward Island..... | | 2,700 65 | 7,141 73 | 9,842 38 | 47,113 08 |
| Total grants paid..... | 186,500 49 | 580,635 43 | 720,236 05 | 1,487,371 97 | |
| Total annual appropriations | 700,000 00 | 800,000 00 | 900,000 00 | 2,400,000 00 | 1,000,000 00 |
| Total amounts available.... | 700,000 00 | 1,313,499 51 | 1,496,072 60 | 3,509,572 11 | 1,613,303 30 |
| Total amounts carried forward..... | 513,499 51 | 596,072 60 | 613,303 30 | | |
| Total amounts lapsed..... | | 136,791 48 | 162,533 25 | 299,324 73 | |

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TABLE III.—SUMMARY OF PROVINCIAL EXPENDITURES ON VOCATIONAL EDUCATION FISCAL YEAR ENDED MARCH 31, 1922.

| | Expenditures within the Provisions of the Technical Education Act | | | | | | | | | | |
|---------------------------|---|------------------------|---------------------|-----------------------|--------------|-------------------------|-----------|--------------------------|-------------------|-------------------------------------|------|
| | Corr. Instruction | Grants to Local Boards | | | | | | | | Total Provincial Expenditures | |
| | | Teacher Training | Adminis- tration | On Capital Account | | On Teachers Salaries | | On Main- tenance, etc | Special Grants | | |
| | | | | \$ | cts. | \$ | cts. |  |  |  | \$ | cts. |
| British Columbia..... | | | | \$ | cts. | \$ | cts. | \$ | cts. | \$ | cts. |
| Alberta..... | | | 453 47 | 4,284 24 | 37,735 64 | 46,613 14 | Nil. | Nil. | Nil. | 95,888 11 | |
| Saskatchewan..... | | | Nil. | 9,636 84 | 752,962 59 | 62,203 72 | 41,210 49 | Nil. | Nil. | 874,581 24 | |
| Manitoba..... | | | Nil. | Nil. | 4,719 50 | 22,611 51 | Nil. | Nil. | Nil. | 27,331 01 | |
| Ontario..... | | | Nil. | Nil. | 4,000 00 | 30,110 00 | Nil. | Nil. | Nil. | 42,347 90 | |
| Quebec..... | | | 6,084 27 | Nil. | 467,375 44 | 231,211 68 | Nil. | 59,178 75 | 226,250 00 | 800,515 05 | |
| New Brunswick..... | | | Nil. | 3,935 87 | 2,060 11 | 19,491 74 | Nil. | Nil. | Nil. | 229,302 08 | |
| Nova Scotia..... | | | 8,497 77 | 5,570 75 | 2,388 38 | 30,699 00 | 3,402 63 | Nil. | Nil. | 44,321 58 | |
| Prince Edward Island..... | | | Nil. | Nil. | 2,516 86 | 10,420 76 | 6,783 98 | 1,276 00 | | 65,516 02 | |
| Totals..... | | | 15,035 51 | 23,427 70 | 1,273,758 52 | 453,361 55 | 51,397 10 | 286,704 75 | | 2,201,534 03 | |

NOTE.—Expenditures by local school boards are not included in above table.

TABLE IV.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA.—SCHOOL YEAR ENDED JUNE 30, 1922.

| Province | Number of Schools | | | | Number of Teachers | | | | Number of Pupils | | | | Summer Schools Teacher Training | | |
|---------------------------|-------------------|---------|------------|-------|--------------------|---------|--------------------|-------|------------------|---------|--------------------|--------|---------------------------------|------------|--------|
| | Day | Evening | Cor. Dept. | Total | Day | Evening | Corre- spond- ence | Total | Day | Evening | Corre- spond- ence | Total | Schools | Teach- ers | Pupils |
| British Columbia..... | 12 | 36 | 1 | 49 | 90 | 178 | 1 | 269 | 1,598 | 4,094 | 152 | 5,844 | | | |
| Alberta..... | 8 | 25 | 1 | 34 | 69 | 121 | 3 | 193 | 1,362 | 1,840 | 275 | 3,477 | | | |
| Saskatchewan..... | 4 | 4 | | 8 | 24 | 70 | | 94 | 1,947 | 1,720 | | 2,667 | | | |
| Manitoba..... | 16 | 4 | | 20 | 45 | 85 | | 130 | 3,507 | 2,295 | | 5,802 | 1 | 2 | 28 |
| Ontario..... | 18 | 69 | | 87 | 191 | 909 | | 1,100 | 4,526 | 27,297 | | 31,823 | 1 | 8 | 73 |
| Quebec..... | 9 | 20 | | 29 | 76 | 140 | | 216 | 1,276 | 4,882 | | 6,158 | | | |
| New Brunswick..... | 3 | 18 | 1 | 22 | 21 | 53 | 2 | 76 | 255 | 1,135 | 1,541 | 2,931 | 2 | 12 | 130 |
| Nova Scotia..... | 1 | 30 | 1 | 32 | 4 | 152 | 24 | 180 | 23 | 2,884 | 186 | 3,093 | | | |
| Prince Edward Island..... | 1 | 1 | | 2 | 7 | 3 | | 10 | 94 | 72 | | 166 | | | |
| Totals..... | 72 | 207 | 4 | 283 | 527 | 1,711 | 30 | 2,268 | 13,588 | 46,219 | 2,154 | 61,961 | 4 | 22 | 231 |

¹Instruction by itinerant teachers in New Brunswick in shown under heading "Correspondence".

PRINCE EDWARD ISLAND

SUMMARY OF THE YEAR'S PROGRESS

All the work carried on under the provisions of the Technical Education Act is conducted at the Provincial Agricultural and Technical School, Victoria Park, Charlottetown. The school provides for two distinct classes of students; day students, who come from the rural districts, and live in the city for the winter months; and night students who belong to the city and take courses at the school two or three nights a week.

The work of the day classes is carried on in three separate divisions; first a matriculation course for students who intend to take a course leading to a B.S.A. degree at one of our agricultural colleges, second, a full agricultural course for students who are making agriculture their profession; and, third, a motor mechanics course for students who wish to specialize along that particular line.

The subjects taken in the matriculation course are English, French, history, mathematics and chemistry; in the agricultural division, live stock, field crops, poultry and dairying, motor mechanics, carpentry, blacksmithing, English, arithmetic, civics, economics and general science; in the motor mechanics department, motor mechanics, blacksmithing, woodworking, English and arithmetic. The subjects taken at the night classes are: woodworking, mechanical drawing, motor mechanics, English and arithmetic. In addition to these long courses we have short courses of two weeks for cheese and butter manufacturers.

The total enrollment for day classes was fifty-six, being an increase of twenty-one over last year; in our evening classes the enrollment was seventy-two; and in the short course for cheese and buttermakers, thirty-eight.

The instructional work is carried on by seven instructors. Of these two give their full time to the work of the school; three take the course in live stock, field crops, and dairying respectively, and two are employed for five months only. In addition to this valuable assistance is given by the officials of the Poultry Division and by the Director of the Experimental Farm and his assistants.

The establishment of the motor mechanics department was a new departure this year. The demand for instruction in the care, repair and operation of cars, tractors and gas engines rendered this course a necessity. Last year four hours a week during the five months' term were devoted to this subject, but this was not sufficient. This year twenty-three students took the full motor mechanics course, which includes twenty hours a week in mechanics, two in blacksmithing, two in carpentry, two in arithmetic and two in English. For the city students two hours a night two nights a week were assigned to this subject. Twenty-one students took this course.

The work in live stock, field crops and dairying has been considerably strengthened this year. Besides the regular lectures and class room demonstrations, experiments of a very valuable kind were carried on with the dairy herd at the school dairy barn. Problems in the feeding, care and management, and the keeping of records were taken up and very creditable results achieved.

In the dairy department a complete equipment for milk and cream testing and for cheese and butter manufacturing has been installed. Fifty-five students received instruction in dairying, including practical work in milk and cream testing and the keeping of records. The short course in cheese and butter making was attended by the manufacturers and others.

The courses already established will be carried on and extended next year. It is the fixed policy of this school to provide instruction in all subjects of a vocational nature provided a sufficient number make application and competent instructors can be secured. As agriculture is, and will continue to be, the basic industry in the province this subject receives first consideration. But this is not our only industry.

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The fisheries is a well established and growing business, and in any well organized system of technical instruction this important fact should not be forgotten. This industry is suffering. The losses due to careless handling of our lobster pack are on the increase, and have already reached alarming proportions. Indeed, so serious has the situation become that unless immediate steps are taken to remedy defects our Island lobster, once the favourite, will be forced out of the market by packers who have adopted the more scientific principals of handling. To meet the situation it is our intention to establish a course for lobster packers and factory operatives during the next school year. The details of the plan have not yet been worked out.

While we are meeting through the agency of our agricultural and motor mechanics classes the vocational needs of the boys and young men of our rural communities, it is felt that courses of a suitable kind should be provided for girls and young women. To meet this demand it is our intention to establish a course in household science and to carry on the work of that department in conjunction with the courses already established.

As vocational training is a new thing so far as this province is concerned it is perhaps unwise to make any statement as to the probable course of future developments. Sufficient to say that the work already undertaken has been approved. The courses established meet the most pressing needs of the province; and when the purpose and aim of vocational education is better known and the possibilities more fully understood it is expected that public interest will increase and with that a more liberal measure of public support and encouragement.

Our chief difficulty at the present time is with regard to text books. We want books that are readable, not too technical, concise and to the point, reasonable in price, and adapted to our needs. This kind of book it is increasingly difficult to get. There are texts in abundance for the instructor but few for the student. Texts that will relieve our students of that deadly monotony of note taking are the things required. Bulk and a big price seem to be the prime essentials so far as the book publisher is concerned.

With regard to the securing of competent instructors this province does not experience the difficulties met with in other places. On account of the special character of our work we are able to draw upon the agricultural colleges. Of course there is the additional difficulty of getting men who have that particular kind of ability that enables them to use their specialized knowledge to the best advantage. A special institution whose duty will be to train teachers for the work seems to be the only remedy here. With indifferently trained teachers we can only expect indifferent results.

The enrollment by classes was as follows:—

DAY CLASSES

| | |
|---------------------------------|-------|
| Matriculation subjects | 3 |
| Agricultural course | 30 |
| Motor mechanics | 23 |
| | <hr/> |
| | 56 |

NIGHT CLASSES

| | |
|-----------------------------|-------|
| Motor mechanics | 21 |
| Mechanical drawing | 25 |
| Woodworking | 14 |
| English arithmetic | 12 |
| | <hr/> |
| | 72 |

SHORT COURSE

| | |
|-----------------------------------|----|
| Cheese and butter makers | 33 |
|-----------------------------------|----|

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The Instructional Staff is as follows:—

Vernon Crockett.—Principal and instructor in English, mathematics, civics and enonomics.

DAY CLASSES

- W. J. Reid, B.S.A.—Instructor in live stock.
 A. F. Hansuld, B.S.A.—Instructor in field crops.
 H. R. Waugh—Instructor in carpentry and farm engineering.
 H. Whitlock—Instructor in motor mechanics.
 S. Campbell—Instructor in blacksmithing.
 F. T. Morrow—Instructor in dairying.

NIGHT CLASSES

- Vernon Crocket—Instructor in English and arithmetic.
 H. R. Waugh—Instructor in woodworking.
 H. Whitlock—Instructor in motor mechanics.
 S. Campbell—Instructor in mechanical drawing.

Following is a summary of courses for next year:—

- (A) A matriculation course for students who wish to take the four years' at one of our agricultural colleges.
- (B) An advanced course in agriculture for students who have taken the first year course, or for students whose scholarship would enable them to profit by the instruction given.
- (C) An elementary course in agriculture for all students over fifteen years of age.
- (D) A motor mechanics course for students who wish to specialize along this particular line.
- (E) A course for lobster packers and factory operatives.
- (F) A course in household science for girls.
- (G) Night classes for city students.
- (H) Short courses (two weeks) in live stock, field crops, motor mechanics, cheese and butter making.
- (I) Course for cheese and butter factory operatives.

The Subjects taken are:—

- Course A—English, French, history, mathematics, chemistry or other science.
 Course B—Live stock, field crops, motor mechanics, farm engineering, English, economics, history, mathematics.
 Course C—Live stock, field crops, poultry, dairying, motor mechanics, blacksmithing, farm carpentry, English, arithmetic, civics.
 Course D—Motor mechanics, blacksmithing, farm engineering, English arithmetic.
 Course E—Factory administration, lobster factory bacteriology.
 Course F—Foods and cookery, household administration, household accounts, millinery, laundrying, home nursing, English.
 Course G—Motor mechanics, mechanical drawing, woodworking, wireless telegraphy, English mathematics.
 Course H—Live stock, field crops motor mechanics, cheese and buttermaking.

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ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOL, SCHOOL YEAR ENDED JUNE 30, 1922

| School and Locality | Enrolment and Average Attendance | | | | | | | | Number of Teachers | | | |
|---|----------------------------------|--------------------|--------------------|--------------------|-----------------|--------------------|-----------------|--------------------|--------------------|-------------------|---------|-------|
| | Regular Day Classes | | Short Term Classes | | Evening Classes | | Total | | Full-time Day | Part-time Special | Evening | Total |
| | Total Enrolment | Average Attendance | Total Enrolment | Average Attendance | Total Enrolment | Average Attendance | Total Enrolment | Average Attendance | | | | |
| Provincial, Agricultural and Technical School, Charlottetown..... | 56 | 43 | 38 | 32 | 72 | 42 | 166 | 117 | 3 | 4 | 3 | 10 |

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

GENERAL PROGRESS

During the past year the most important development in secondary technical education in Nova Scotia was the re-establishment and extension of the correspondence study department. A statement regarding this work is included in a following paragraph. The department of Commercial Spanish was discontinued because of a lack of sustained interest on the part of the clerks, for whose benefit three of the banks in Halifax had supported the enterprise. The Halifax Navigation School continued to function as an affiliation of the Technical College. Short technical courses for industrial workers and foremen were re-established after a lapse of four years. Evening technical schools were carried on in twelve industrial towns and cities, and evening coal mining and engineering schools were conducted in thirteen colliery towns. The town of Glace Bay in the erection of a splendid new high school building, provided one section of it specially for vocational instruction. The Legislature in the spring of 1922, voted a grant to be used for the organization of classes among fishermen, which will be organized during the coming winter of 1922-1923.

HALIFAX NAVIGATION SCHOOL

This school continued as a co-operative effort between the Dominion Department of Marine and the Nova Scotia Technical College, the former furnishing the instructing staff and equipment and the latter providing the class room accommodation. The advanced requirements in certificates for officials on all vessels went into force during 1921. This necessitated the appointment of a second instructor for mathematics, science, shipbuilding construction and mechanics. The school is kept open every day in the year except Sundays and holidays. In spite of the serious decline in the mercantile marine all over the world, seafaring men from 20 to 60 years of age continued to seek instruction to enable them to secure higher certificates.

SHORT COURSES

For a number of years up to 1917, intensive courses of three months duration were offered at the Technical College, to industrial workers who wished specific technical knowledge so that they could advance to greater responsibility. The retraining of

disabled soldiers caused the institution to abandon the work until 1921. Then courses were reopened in land surveying, electrical machinery, mechanical drafting, architectural drafting, structural steel drafting, technical chemical analysis, assaying and steam engineering. No requirement for admission is demanded other than a common school education through grade VIII and enough industrial experience to profit by the instruction. Special instructors were engaged who had had both technical training and long practical experience. A splendid group of twenty-one ambitious young men presented themselves for instruction. The whole of every day for three months was divided between class-room and drafting-room, field or laboratory, in one special subject, and most satisfactory results were obtained. The short course has proven of great benefit and has become a fixed feature of agricultural education. There is a great field of a similar nature to be exploited for industrial workers. The scope and extent of these courses will be enlarged by the Nova Scotia Technical College in the future.

SECONDARY TECHNICAL SCHOOLS

The industrial continuation schools were continued on the same basis as in previous years. The instruction is carried out for the most part in a series of evening technical classes in the principal towns and cities throughout the province. For purposes of administration they are divided into two classes, viz., Evening Technical Schools for general industrial workers and home-makers, and Evening Coal Mining and Engineering Schools for those engaged in the coal mining industry. Thirty-five different subjects are offered in the former and seven courses in the latter division. During the past year there was an enrolment of 2,193 in twelve communities for the technical schools and a registration of 691 in thirteen colliery centres.

CORRESPONDENCE STUDY DIVISION

The principal advance which has been made in secondary vocational education in Nova Scotia during the past year has been in the re-establishment and extension of correspondence study. This is now organized as a separate division under its own superintendent. A corps of trained men and women was selected as an instructing staff on a part-time basis. Great care was taken to get individuals who were not only qualified in theory and practise, but also on the basis of possessing the personal desire of helping other people. It is only in this manner that each student can be given the individual assistance and criticism which correspondence study needs for greatest success. Almost all of the staff have had extensive experience in teaching.

Through the generous co-operation of other institutions, a large number of special texts were secured, thus obviating the great cost of developing and publishing them. The University Extension Department of the State of Massachusetts, the University Extension Department of the University of Wisconsin, the Industrial Correspondence University at Philadelphia, Pa., the Women's Institute of Domestic Arts and Science, Scranton, Pa., and the Provincial Institute of Technology and Art, Calgary, Alta., all offered their correspondence study texts on most reasonable terms. These were in some cases revised and adapted to conditions in Nova Scotia, while some courses were prepared entirely by members of the local staff. Sixty-four courses were offered as shown in the following list:—

Business Courses—

Elementary English.
Business English.
Business arithmetic.
Commercial correspondence.
Book-keeping.
Elementary accounting.
Principles of accounting.

Cost accounting.
Salesmanship.
Retail selling.
Advertising.
Shorthand.
Typewriting.
Commercial law.
Show-card writing.

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College Preparatory Courses—

Algebra, elementary.
 “ advanced.
 Geometry, plane.
 “ solid.
 Trigonometry.
 Elementary English and rhetoric.

Preparatory English.
 English composition, Part 1.

“ “ Part 2.
 French, Parts 1-5.

“ Grade XII.
 Latin, Courses 1 and 2.
 “ IX, X and XI.
 “ Part 1 and Part 2.
 “ Grade XII.

Drafting Courses—

Architectural drafting, Parts 1 and 2.
 Mechanical drafting, Parts 1, 2 and 3.
 Practical machine design.

Industrial Courses—

Arithmetic, elementary applied.
 Practical applied mathematics.
 Advanced shop mathematics.
 The slide rule and its use.
 Blueprint reading.
 Plan drawing.
 Estimating.
 Practical steam engineering.
 Steam boilers.
 Steam turbines.
 Gas and oil engines.

Industrial Courses—Con.

Gasolene automobiles.
 Heating and lighting for janitors.
 Practical electricity.
 Electric wiring.
 Telephony (general).
 “ (substation, Course 1).
 “ “ Course 2).
 “ Central office equipment,
 Course 1.
 “ Central office equipment,
 Course 2.

Automatic telephony (the Hundred Line System).

Automatic telephony (non-numerical switches).

Automatic telephony (Multi-Office System).

Plumbing.
 Plane surveying.
 Elements of mechanics.
 Strength of materials.
 Elements of structures.
 Coal mining, First Class.
 Coal mining, Second Class.

Domestic Science Courses—

Dressmaking.
 Millinery.
 Cookery.
 Interior home decoration.
 Exterior home decoration.
 Household management

It was found necessary to carry on a vigorous publicity campaign through the newspapers, in order to reach students in isolated portions of the province and also to impress people with the special advantages of the service which was newly offered. The attempt was not made to enrol students by personal canvass, since it was considered advisable to gain knowledge and experience with a moderate number of pupils during the first year.

Up to June 30, 1922, there were enrolled 181 students who registered for 203 courses. Each case was carefully considered on its own merits and no person was allowed to take one or more courses unless he was deemed to be qualified to carry them on. Each lesson was given careful attention with profuse explanations and criticism. Strenuous efforts were made to deal with each student in an individual manner. In many cases long letters were necessary in addition to remarks written on the lesson papers, in order to make helpful explanations. The results were most encouraging in the facts that not one student during the first nine months abandoned his course before completing it and a large number of those who finished one course immediately enrolled in another.

NOVA SCOTIA—DISTRIBUTION BY SUBJECTS OF 2,011 PUPILS IN EVENING VOCATIONAL CLASSES

| Subject | Distribution of Pupils | |
|-----------------------------|------------------------|------------|
| | Number | Percentage |
| Dressmaking..... | 626 | 30.68 |
| Bookkeeping..... | 197 | 9.80 |
| Arithmetic and English..... | 190 | 9.45 |
| Auto Mechanics..... | 186 | 9.25 |
| Stenography and Typing..... | 168 | 8.35 |
| Drafting..... | 162 | 8.02 |
| Millinery..... | 102 | 5.08 |
| Electricity..... | 96 | 4.84 |
| Steam Engineering..... | 56 | 2.78 |
| Practical Mathematics..... | 55 | 2.73 |
| Arithmetic..... | 50 | 2.48 |
| Business English..... | 31 | 1.54 |
| Industrial Chemistry..... | 24 | 1.18 |
| Domestic Science..... | 19 | 0.94 |
| Show Card Writing..... | 18 | 0.90 |
| Machine Tool Operation..... | 16 | 0.80 |
| Preparatory..... | 15 | 0.75 |

NOVA SCOTIA.—ENROLMENT ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS

| Enrolment, Attendance and Teachers in Vocational Schools. School Year Ending June 30, 1922. | | | | | | | | | | | | | | | | | |
|--|----------------------------------|----------------------|-------------------|-----------------------------|-------------------|----------------------|-------------------|----------------------|-------------------|----------------------|----------------------|-------|-------|---------------------|-------------|--------------------|-------|
| School and Locality | Enrolment and Average Attendance | | | | | | | | | | • Number of Teachers | | | | | | |
| | Evening Coal Mining Classes | | | Evening Techni- cal Classes | | | Short Term (Day) | | Courses | | Total | | Day | Coal Mining Evening | Tech- nical | Corres- pond- ence | Total |
| | Total Enrol- ment | Average Attend- ance | Total Enrol- ment | Average Attend- ance | Total Enrol- ment | Average Attend- ance | Total Enrol- ment | Average Attend- ance | Total Enrol- ment | Average Attend- ance | | | | | | | |
| | | | | | | | | | | | | | | | | | |
| Amherst..... | ..... | ..... | 207 | 159 | ..... | ..... | ..... | ..... | ..... | 207 | 159 | ..... | ..... | 12 | ..... | ..... | 12 |
| Glace Bay..... | 105 | 38 | 104 | 87 | ..... | ..... | ..... | ..... | ..... | 209 | 125 | ..... | ..... | 6 | 3 | ..... | 9 |
| Halifax..... | ..... | ..... | 968 | 660 | 23 | 23 | 186 | X | ..... | 1,177 | 683 | 4 | ..... | 43 | 24 | ..... | 71 |
| Kentville..... | ..... | ..... | 40 | 33 | ..... | ..... | ..... | ..... | ..... | 40 | 33 | ..... | ..... | 3 | ..... | ..... | 3 |
| New Glasgow..... | ..... | ..... | 174 | 128 | ..... | ..... | ..... | ..... | ..... | 174 | 128 | ..... | ..... | 11 | ..... | ..... | 11 |
| Sydney..... | ..... | ..... | 365 | 248 | ..... | ..... | ..... | ..... | ..... | 365 | 248 | ..... | ..... | 17 | ..... | ..... | 17 |
| Sydney Mines..... | 114 | 15 | 80 | 68 | ..... | ..... | ..... | ..... | ..... | 194 | 83 | ..... | ..... | 4 | 6 | ..... | 10 |
| Stellarton..... | 85 | 65 | 63 | 54 | ..... | ..... | ..... | ..... | ..... | 148 | 119 | ..... | ..... | 3 | 5 | ..... | 8 |
| Springhill..... | 44 | 30 | 22 | 22 | ..... | ..... | ..... | ..... | ..... | 66 | 52 | ..... | ..... | 1 | 4 | ..... | 5 |
| Truro..... | ..... | ..... | 41 | 30 | ..... | ..... | ..... | ..... | ..... | 41 | 30 | ..... | ..... | 3 | ..... | ..... | 3 |
| Westville..... | 36 | 22 | 44 | 38 | ..... | ..... | ..... | ..... | ..... | 80 | 60 | ..... | ..... | 2 | 4 | ..... | 6 |
| Yarmouth..... | ..... | ..... | 85 | 66 | ..... | ..... | ..... | ..... | ..... | 85 | 66 | ..... | ..... | 4 | ..... | ..... | 4 |
| Reserve Mines..... | 15 | 10 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 15 | 10 | ..... | ..... | ..... | 2 | ..... | 2 |
| Whiteside..... | 9 | 9 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 9 | 9 | ..... | ..... | ..... | 1 | ..... | 1 |
| New Waterford..... | 44 | 29 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 44 | 29 | ..... | ..... | ..... | 2 | ..... | 2 |
| Florence..... | 49 | 24 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 49 | 24 | ..... | ..... | ..... | 3 | ..... | 3 |
| Dominion..... | 26 | 12 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 26 | 12 | ..... | ..... | ..... | 1 | ..... | 1 |
| Birch Grove..... | 14 | 9 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 14 | 9 | ..... | ..... | ..... | 1 | ..... | 1 |
| Port Hood..... | 4 | 3 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 4 | 3 | ..... | ..... | ..... | 1 | ..... | 1 |
| Inverness..... | 22 | 14 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 22 | 14 | ..... | ..... | ..... | 2 | ..... | 2 |
| Chimney Corner..... | 7 | 7 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 7 | 7 | ..... | ..... | ..... | 1 | ..... | 1 |
| East River Hebert..... | 26 | 15 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 26 | 15 | ..... | ..... | ..... | 2 | ..... | 2 |
| River Hebert..... | 46 | 20 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 46 | 20 | ..... | ..... | ..... | 2 | ..... | 2 |
| Joggins Mines..... | 28 | 15 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 28 | 15 | ..... | ..... | ..... | 2 | ..... | 2 |
| Thorburn..... | 17 | 14 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 17 | 14 | ..... | ..... | ..... | 1 | ..... | 1 |
| Total..... | 691 | 351 | 2,193 | 1,593 | 23 | 23 | 186 | ..... | ..... | 3,093 | 1,967 | 4 | 43 | 109 | 24 | ..... | 180 |

NEW BRUNSWICK

REPORT OF THE DIRECTOR OF VOCATIONAL EDUCATION

PROGRESS OF THE WORK

The year shows progress in the vocational education movement in New Brunswick. Two day schools have been added to the one previously operating. The three had an enrolment of 78. Five evening schools have been added to the thirteen reported earlier. The eighteen had an enrolment of 1,135. Seven short courses were held by various local vocational committees in which 177 were enrolled. Instruction by itinerant instructors has been given in 35 localities to 1,541 students.

The total attendance at all the above classes was 2,931 and 76 teachers were employed.

GOVERNMENT GRANTS GIVEN

Prior to this year no grants were offered in New Brunswick to communities to assist in providing buildings for vocational education. The Vocational Act, however, empowered the Lieutenant Governor in Council to provide such grants and an Order in Council has lately been passed taking advantage of this provision. Legislative grants to assist vocational education are therefore now offered in this province as follows:—

(a) For salaries of approved teachers:—

Sixty per cent of amount paid in communities above 6,000.

Sixty-six and two-thirds per cent of amount paid in communities between 2,000 and 6,000.

Sixty-six and two-thirds per cent of amount paid in county schools.

Seventy-five per cent of amount paid in communities of 2,000 and less.

(b) For buildings erected or portions thereof:—

Twenty-five per cent in cities of 10,000 or over.

Thirty-three and one-third per cent in cities and towns from 5,000 to 10,000 and for buildings erected jointly by a town and municipality.

Fifty per cent in all towns and districts under 5,000.

(c) For vocational equipment;

Fifty per cent in all cases.

NEW DEVELOPMENTS

There is already evidence that these liberal grants will quicken development. Several communities are making definite plans to build. Milltown and Edmundston now have new buildings almost completed which are to receive aid. In Milltown, commercial and home-making courses will be inaugurated. In Edmundston, one-third of their splendid new Composite High School will be devoted to vocational classes in industrial, commercial and home economics subjects. These buildings will be in use during the next school year.

The Vocational Commercial Course established this year in the Fredericton High School—the first of its kind in the province—is attracting much attention. The outlook is that such departments will become general in all our cities and towns in a very short time. Campbellton will inaugurate such a course this fall. Other localities are considering the matter favourably. This branch of vocational education therefore seems likely to undergo a rapid development, which will be one of the first important results of the vocational movement in the province.

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Another feature of this year's work has been the development of instruction by itinerant teachers. About thirty-five communities have been served. This type of work seems useful, but it is difficult to procure satisfactory instructors. This difficulty will be overcome however.

During the year steps have been taken to assist communities to determine the nature and extent of their vocational education needs. Vocational surveys have been made of Fredericton by Mr. F. P. Gavin, of the Ontario Department of Education, of Edmundston by the Director of Vocational Education for New Brunswick, and of St. John by Mr. F. S. Rutherford, of the Ontario Department of Education.

In each case the recommendation of the survey report has been adopted. Edmundston and Fredericton have already made progress as above indicated. The former has the honour of building the first Composite High School in the province. The latter has such a school in prospect.

In connection with the 1922 Summer School, Mr. Sorsoleil, of the Ontario Department of Education, will make a survey of Moncton. Other communities have already made application for surveys, and this method of assisting school boards will be continued and extended. Such surveys are preparing the way for important building programs in the larger centres, and it is therefore very disturbing that unspent balances of appropriations under the Technical Education Act are not being carried forward to the credit of the province.

New Brunswick is under obligation to Messrs. Gavin, Rutherford and Sorsoleil for assistance and to Dr. Merchant, Director of Technical Education for Ontario, for loaning them.

TEACHER TRAINING

New Brunswick's policy *re* teacher training is to pay the tuition and transportation of those selected persons who wish to take full time training at approved institutions outside the province. Seven individuals have been so subsidized this year. Two received their B.Sc. degrees in June. One from the Stout Institute, Menomonie, Wis., and the other from Bradley Polytechnic Institute, Peoria, Ill.

In addition the province each year holds a short summer course for those engaged in teaching and for women trade workers who desire to prepare to teach in the night schools. A similar course for tradesmen is held in the winter.

In 1921 summer school was held at Fredericton. There was an attendance of 116. Following is the staff and subjects taught:—

Mr. F. P. Gavin, Special Organizer of Technical Education for Ontario. Taught educational surveys and vocational course construction.

Mr. E. W. Barnhart, Director of Commercial Education for the Federal Board, Washington. Taught commercial work and vocational guidance.

Prof. A. F. Baird, Professor of Engineering, University of New Brunswick. Taught electricity.

Mr. R. T. Steeves, Instructor in Motor Mechanics with the New Brunswick Vocational Education Board. Taught motor mechanics.

Miss Millicent Coss, Clothing Expert in the State Normal School, Framingham, Mass. Taught dressmaking (advanced), textiles and costume design.

Miss Violet Knapp, Head of Home Economics Department, Normal School, Fredericton. Taught nutrition I and II and rural methods.

Miss Rheta Inch, Head of Home Economics Department, Woodstock. Taught foods I.

Miss Sarah M. Barnett, Provincial Supervisor of Home Economics. Taught methods and supervised practice teaching for women.

Miss Harriet Alward, Teacher of Home Economics at Sussex and Hampton. Taught foods II and cafeteria.

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In addition Dr. G. J. Trueman, of Toronto, gave a four-day course in modern psychology and the statistical method of dealing with educational problems. A week's course in junior industrial education and mental tests was carried out by Prof. L. W. Gill, Director of Technical Education for Canada.

The 1922 winter course was confined to garage mechanics, and was in charge of Mr. W. B. Main, who is a storage battery expert. There were 14 in attendance. It is hoped to extend the scope of this course during the coming winter.

PERSONNEL OF NEW BRUNSWICK VOCATIONAL EDUCATION BOARD AND STAFF

Members appointed by Board of Education—

Hon. Fred. Magee, Port Elgin, Chairman.

Rev. Father Tessier, St. Joseph's College.

Mr. Geo H. Maxwell, St. John.

Mr. Angus McLean, Bathurst.

Mr. Richard O'Leary, Richibucto.

Members Ex-Officio—

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman.

Dr. H. V. B. Bridges, Principal of Normal School.

Mr. Harvey Mitchell, Deputy Minister of Agriculture.

Mr. A. C. Gorham, M.Sc., Director of Elementary Agricultural Education.

Administrative Staff—

Fletcher Peacock, B.A., Secretary and Director.

Sarah M. Barnett, Supervisor Home-making Department.

Marguerite L. Taylor, Clerk and Stenographer.

FUTURE DEVELOPMENTS

Now that building costs have somewhat receded and liberal grants are available it is confidently expected that accommodation for vocational classes will be more easily procured. In St. John the Vocational Committee is considering the erection of a separate school for this work. In Moncton and Fredericton buildings of the composite type are contemplated. These will house all classes taking secondary grade courses. In the smaller towns development will doubtless take the form of vocational departments established in existing high schools. In order that such service may reach the rural communities an effort is being made to erect consolidated schools having vocational departments attached.

CONCLUSIONS

Vocational education in New Brunswick will have to develop in accordance with our peculiar conditions and needs. These differ even from those in the adjoining province of Nova Scotia where technical training has been in progress for thirty years. Certainly we cannot expect to copy the work done in large industrial provinces like Quebec and Ontario—or in the Prairie Provinces to the west. We have just commenced to develop vocational training. Our population is scattered among small towns and rural communities. The people are variously engaged in farming, fishing, lumbering, manufacturing and commerce. None of these groups is large. The conditions for establishing Vocational Education are therefore most difficult. The problem is a new one and can only be successfully solved by careful study and comparatively slow development.

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NEW BRUNSWICK.—ENROLMENT AND TEACHERS IN VOCATIONAL CLASSES, SCHOOL YEAR ENDED JUNE 30, 1922

| School and Locality | Enrolment in Various Classes | | | | | | No. of Teachers | | | |
|----------------------|------------------------------|------------|---------|-----------|-------|---------------|-----------------|---------|-----------|-------|
| | Regular Day | Short Term | Evening | Itinerant | Total | Full-time Day | Short Term | Evening | Itinerant | Total |
| Woodstock..... | 55 | 157 | | | 212 | 7 | 6 | | | 13 |
| Riverside..... | 7 | 20 | | 64 | 91 | 1 | 5 | | 1 | 7 |
| Fredericton..... | 16 | | 426 | | 442 | 2 | | 18 | | 20 |
| River Charlo..... | | | 36 | | 36 | | | 2 | | 2 |
| Jacquet River.... | | | 30 | | 30 | | | 1 | | 1 |
| Bathurst..... | | | 88 | | 88 | | | 3 | | 3 |
| Sackville..... | | | 52 | 25 | 77 | | | 3 | 1 | 4 |
| Notre Dame..... | | | 18 | 49 | 67 | | | 1 | 1 | 2 |
| Minto..... | | | 18 | 9 | 27 | | | 1 | 1 | 2 |
| South Minto..... | | | 13 | 19 | 32 | | | 1 | 1 | 2 |
| Newcastle Bridge | | | 7 | | 7 | | | 1 | | 1 |
| Newcastle Creek | | | 13 | 16 | 29 | | | 1 | 1 | 2 |
| Devon..... | | | 55 | | 55 | | | 5 | | 5 |
| Marysville..... | | | 125 | | 125 | | | 4 | | 4 |
| McAdam Jct..... | | | 56 | | 56 | | | 3 | | 3 |
| Edmundston..... | | | 116 | | 116 | | | 3 | | 3 |
| Blackville..... | | | 19 | | 19 | | | 1 | | 1 |
| Upper Blackville | | | 9 | | 9 | | | 1 | | 1 |
| Melrose..... | | | 16 | | 16 | | | 1 | | 1 |
| Port Elgin..... | | | 38 | | 38 | | | 3 | | 3 |
| Petitecodiac..... | | | | 91 | 91 | | | | 1 | 1 |
| Havelock..... | | | | 142 | 142 | | | | 1 | 1 |
| Salisbury..... | | | | 38 | 38 | | | | 1 | 1 |
| Richibucto..... | | | | 43 | 43 | | | | 1 | 1 |
| Coles Island..... | | | | 23 | 23 | | | | 1 | 1 |
| Hillsboro..... | | | | 18 | 18 | | | | 1 | 1 |
| Chipman..... | | | | 35 | 35 | | | | 1 | 1 |
| Harvey..... | | | | 31 | 31 | | | | 1 | 1 |
| Hopewell Hill.... | | | | 48 | 48 | | | | 1 | 1 |
| St. Charles..... | | | | 36 | 36 | | | | 1 | 1 |
| St. Louis..... | | | | 40 | 40 | | | | 1 | 1 |
| Richibucto Village.. | | | | 32 | 32 | | | | 1 | 1 |
| St. Anthony..... | | | | 38 | 38 | | | | 1 | 1 |
| St. Mary..... | | | | 42 | 42 | | | | 1 | 1 |
| St. Paul..... | | | | 31 | 31 | | | | 1 | 1 |
| Cocagne..... | | | | 44 | 44 | | | | 1 | 1 |
| Buctouche..... | | | | 43 | 43 | | | | 1 | 1 |
| Rogersville..... | | | | 54 | 54 | | | | 1 | 1 |
| Bay du Vin..... | | | | 52 | 52 | | | | 1 | 1 |
| Pointe Sapin..... | | | | 41 | 41 | | | | 1 | 1 |
| Tracadie..... | | | | 43 | 43 | | | | 1 | 1 |
| Inkerman..... | | | | 39 | 39 | | | | 1 | 1 |
| Negrac..... | | | | 39 | 39 | | | | 1 | 1 |
| St. Isadore..... | | | | 61 | 61 | | | | 1 | 1 |
| Pockmouche..... | | | | 62 | 62 | | | | 1 | 1 |
| Paquetville..... | | | | 53 | 53 | | | | 1 | 1 |
| Caraquet..... | | | | 53 | 53 | | | | 1 | 1 |
| Upper Caraquet.. | | | | 37 | 37 | | | | 1 | 1 |
| Lower Caraquet.. | | | | 50 | 50 | | | | 1 | 1 |
| Totals..... | 78 | 177 | 1,135 | 1,541 | 2,931 | 10 | 11 | 53 | 35 | 109 |

| Special Short Term Teacher Training Courses | Enrolment | Teachers |
|---|-----------|----------|
| Storage Battery Course—Jan. 31-Feb. 25, 1922, Fredericton, N.B..... | 14 | 1 |
| Summer School—July 6 to Aug. 5, 1921, Fredericton, N.B..... | 116 | 11 |

ONTARIO

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

PROGRESS AND DEVELOPMENT OF INSTRUCTION IN ONTARIO 1920-21

The work in vocational training carried on in the province of Ontario during the past year under the provisions of "The Vocational Education Act, 1921," has been materially assisted by the financial aid granted by the Dominion Government. Vocational schools are finding an established place in the educational system of the province. On the industrial side they are providing for the young people who are to enter industry the essentials of a good academic education, and at the same time they are furnishing special training in the subjects and operations which are fundamental to the trades and industries in which the pupils are to be employed. The financial support from these sources—provincial, federal and local—has been adequate, and the conditions laid down in order to secure this support have ensured the establishment of schools only where they are needed and only of the type required in each locality. The federal grants to technical education have been in strict accordance with the agreement made between the province and the Dominion, so that wasteful or improper expenditures are guarded against. The total amount of the federal payments on this account in 1921 was \$344,956.

COMPARISON OF FIGURES

A comparison of the statistics covering last year's operations with those of the previous year shows the following developments:—

(a) During the year a new day school was established at Niagara Falls, and new evening schools at Barrie, Espanola, Fairbank, Kenora, Preston, and South Porcupine.

(b) The number of teachers in the day schools increased from 177 to 191, and in the evening classes from 845 to 909.

(c) The total enrolment in the day schools in respect of full-time pupils was 2,600 in the year 1920-21, with an average attendance of 2,123. In addition there was 907 part time pupils, and 1,109 special pupils, making a total enrolment of 4,526. The total enrolment in 1919-20 was 4,790. A large number of returned soldiers took advantage of the special day classes in 1919-20 which accounts for the enrolment that year. The classes in bookkeeping, shorthand and typewriting, shoe-repairing, etc., for these men were discontinued during the 1920 period. The total enrolment in evening classes in 1921 was 27,297 as against 26,527 in 1920.

(d) The total expenditure by the municipalities on day and evening industrial education in 1920 was \$1,347,905.04 as against \$659,072.82 in the previous year, an increase of \$688,832.22. The sum of \$511,021.04 was contributed in 1921 by the province of Ontario, compared with \$140,294.41 the year before. This was an increase of \$370,726.63 in provincial grants. A satisfactory feature of the situation is that the various boards have increased the expenditure on teachers' salaries in proportion to the increased teaching personnel. That the municipalities recognize their responsibilities in connection with vocational education is evidenced by the fact that the total of local municipal grants to this work in 1921 exceeded those of 1920 by 56 per cent.

NEW LEGISLATION AND REGULATIONS

During the legislative session of 1921 the Industrial Education Act under which the province had been working was replaced by a statute, "The Vocational Education Act, 1921." The new Act became effective on July 1, 1921. The passing of this Act made it necessary to revise the regulations governing vocational education so as to bring them into conformity with the provisions of the new law. Chief among the new provisions was a clause providing for the appointment of an Advisory Voca-

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tional Committee, where two or more of the vocational departments are conducted in the same school by the same principal. Such a committee has charge of the management of all vocational courses conducted in the school in the same way that industrial, agricultural, and commercial committees control their respective schools and departments.

GRANTS

The grant system has proved eminently satisfactory and has not been changed.

COURSES OF STUDY

Courses of instruction are given in trade subjects, practical and technical, and in home-making, art and commerce. There are general full-time day school courses, special full-time day school courses, part-time day school courses, and evening school courses. In suitable localities such courses as the following are given: Steam engineering, electricity, mining and navigation.

NEW BUILDING PROJECTS

Sault Ste. Marie has under construction a new building to be specially devoted to vocational education. It provides accommodation for industrial and technical classes, homemaking classes, and commercial classes, at a cost of approximately \$255,000. The building is being erected in a central location, conveniently situated for both day and evening classes. It is expected that it will be ready for occupancy by September, 1922.

The erection of the new Collegiate institute and Technical school at Sarnia has proceeded rapidly and the building will be ready for use in September, 1922. This school will provide in one building for all types of secondary school education at a cost for building of \$570,000.

In Hamilton, the main building which is to provide class-rooms, laboratories, administration offices, assembly hall, and gymnasium, for the technical school, is being erected this year and will be ready for use in September, 1922. Some five years ago the first unit or shop wing of the building was erected and in it temporary accommodation was provided for class-rooms. This accommodation was soon found to be inadequate, and the erection of the main building became necessary. In addition to the accommodation already mentioned, the new building provides permanent and adequate accommodation for the art school. The total cost of this structure will be about \$800,000.

The Technical Education Board for Windsor and Walkerville, authorized under special legislation secured at the last session of the Legislature, was organized early in the summer of 1921 and proceeded to attack with promptness and energy the problem of providing a new technical school building. It determined the accommodation to be provided, selected and purchased a site, obtained plans by a competition restricted to the architects of Windsor and Walkerville, and appointed an architect. The final plans and specifications were approved by the Department of Education in December, 1921, and at the same time an agreement was signed by the officers of the board and the Minister of Education, providing for a grant on the capital cost of the building.

In the meantime, an estimate of the cost of the building, viz., \$80,000, had been obtained and the respective shares of Windsor and Walkerville determined. The requisition for the money was made in October, and the money was voted unanimously by both councils in November. As soon as the agreement with the Government was signed, the contract was let, and material was being placed on the ground before the opening of the year.

When it is remembered that this board came into existence in April, and that before the end of the year they had purchased a site, adopted plans, entered into an agreement with the Government, provided \$800,000, and let the contract for the building, it is evident that much credit is due the members of the Board for the efficient and business-like way they discharged their responsibilities.

Plans for new secondary schools of the composite type have been prepared for St. Catharines, Kitchener, and Guelph, and the funds have been provided or promised in each case for building purposes. Actual construction of the buildings will begin in the summer of 1922.

SOME INTERESTING FEATURES OF THE YEAR'S WORK NOTED BY THE ORGANIZERS

The city of Port Arthur has a municipal telephone system. The management found it difficult to secure men skilled in the work of wiping telephone cables. Through the city council a request was made to the Advisory Industrial Committee to provide an evening class in this work. A class was formed, and the men engaged in cable work attended two evenings a week to learn and practise the art of splicing, sheathing, and wiping telephone cables. Excellent work was done and the effect was felt in the better product turned out by the men on the job.

Another notable feature of the work in Port Arthur is the Advisory Committee's plan for instructing helpers and apprentices in the plumbing trade. Hearty cooperation has existed between the master plumbers, the journeymen, and the apprentices attending the class. No apprentice or helper can become a journeyman until he has passed an examination conducted at the school by the Examining Board of the Twin Cities. The prizes for this year were presented at a banquet held at the end of the term, attended by master plumbers, journeymen, and apprentices.

SUMMER SCHOOL COURSES FOR THE TRAINING OF VOCATIONAL TEACHERS

The need for providing means for the professional training of teachers of vocational subjects has become urgent. During the winters of 1919 and 1920, evening classes for the instruction of teachers were held at Toronto, Hamilton and London, and a number of the teachers on the staffs of these schools qualified for Interim Certificates through attendance at these classes. But it was manifest that the training of teachers through evening school instruction could not be extended to all parts of the province, and some more adequate means of training had to be sought. A summer school for this purpose was opened in the Central Technical School, Toronto, in 1921. The session extended from July 4 to August 5.

Three classes of persons were admitted to the school: (1) Teachers of trade or technical subjects holding temporary certificates; (2) other persons looking forward to teaching in a vocational school who could submit satisfactory evidence of possessing the essentials of a fair English education, and of having approved technical or trade experience in the subject they expected to teach; (3) teachers holding certificates in domestic science who wished to take the practical course in dressmaking.

Travelling expenses and a living allowance of \$1.25 per diem were paid to all teachers finishing the course, provided they were teaching in one of the vocational schools of the province.

An introductory course was provided for persons who had had no previous training in teaching and school management, and an advanced course was offered for those who had previously taken one or more of the evening school courses.

The course of study offered included: (1) The aims of education and general principles of teaching; (2) Special methods of instruction as applied to vocational subjects; (3) The analyses of the related knowledge and the mechanical operations of different trades; (4) The preparation of courses of study for these trades; (5) Construction of lesson plans.

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Nineteen teachers were enrolled in the first year's course for men and ten in the advanced course; forty-three teachers were enrolled in the first year's course for women and one in the advanced course.

The enrolment in the men's classes included teachers in motor mechanics, machine shop practice, draughting, electric wiring, power plant engineering, electrical testing, electrical design, machine design, and horology.

In addition to the general class work, the women took practical instruction in special methods in millinery and dressmaking. Teachers who already held certificates in domestic science took the special methods in dressmaking.

In spite of the extremely hot weather of the summer, nearly all of those who enrolled attended regularly to the end of the course and tried the prescribed examinations. In the advanced courses six men and one woman completed satisfactorily the courses of study and were awarded Interim Certificates to teach the particular trade or subjects in which they were trained.

In the first year course nineteen men and thirty-four women completed satisfactorily the course prescribed. These teachers will be required to complete a second summer course to obtain an Interim Certificate.

All persons now teaching on Temporary Certificates in day vocational schools will be required to qualify for Interim Certificates by September, 1924.

CHANGES IN THE STAFF OF THE TECHNICAL EDUCATION BRANCH

Dr. James C. Miller resigned his position as Assistant Director of Technical Education in September to accept the Professorship of Vocational Education in the University of Indiana; Mr. F. P. Gavin, one of the organizers of the Technical Education Branch, was promoted to the assistant directorship. The vacancy on the staff of organizers was filled by the appointment of Mr. Milton A. Sorsoleil.

Mr. Gavin, before he came to the Department of Education, was Principal of the Windsor Collegiate Institute and was generally regarded as one of the outstanding men among the high school teachers. He was specially successful in organizing industrial and technical classes. He has been an efficient member of the staff of organizers, and his promotion was well merited.

Mr. Sorsoleil is an honour graduate in English and history of the University of Toronto and a specialist in commercial work. He had given excellent service first as a master and afterwards as Principal of the Normal-Model School at Toronto. His appointment, therefore, is also a promotion within the Department of Education. He is a man of energy and ability with personal qualities which specially fit him for the work. He will be connected more directly with the Commercial Department of the Technical Education Branch.

SOME IMPORTANT PROBLEMS OF THE IMMEDIATE FUTURE

The operation of the Adolescent School Attendance Act introduces important problems that must be solved in the immediate future. The most important of these is the establishment of part-time courses for those who hold home permits or employment certificates under this Act. As has been pointed out from time to time in my reports, part-time courses of instruction have been voluntarily organized in co-operation with industries in several of the day technical schools. But after September, 1922, all school boards in urban municipalities with a population of 5,000 or over must make provision for the establishment of part-time courses, and all young persons between fourteen and sixteen years of age who are at work must attend school at least four hundred hours per year. After September, 1923, the same municipalities must extend their courses to give instruction to workers between sixteen and eighteen years of age for three hundred and twenty hours per year.

While the responsibility for establishing these courses rests with the municipalities, the Department of Education must be prepared to give direction and assistance to boards and advisory committees. As a matter of fact, all the steps that have been taken in the direction of establishing vocational classes and schools have had in view a permanent organization which would provide satisfactorily for compulsory part-time courses as well as for full-time instruction in academic and vocational subjects. Classes established and maintained under the Vocational Education Act will be found, as a rule, most suitable for all workers who have reached the fourth book standard of the public school, because all part-time courses of study planned under this Act to meet the needs of employed boys and girls must provide instruction in the subjects of a general education as well as a training in the subjects, processes, and operations which are fundamental in the commercial, agricultural, home-making art, or industrial occupations in which young persons are actually engaged or into which they wish to enter. On the educational side, therefore, the enforcement of the Adolescent School Attendance Act will not only give a great impetus to the establishment of vocational education, but will present important problems in organization and administration that must be solved.

† The problem of providing more satisfactory means for the training of teachers of vocational subjects is also to be solved. The temporary provisions made through evening classes and summer schools are inadequate. Either a special department should be added to one of our present professional training schools or an independent college for the purpose should be established.

† Action has been delayed through the negotiations which have been taking place for the organization of a Dominion College maintained and supported in part by the Dominion Government and in part by the province in accordance with a co-operative agreement. Such negotiations have been carried on for about two years, but it would now appear that a plan for co-operation on the proposed basis cannot be carried out. Accordingly, the suggestion has been made that the province of Ontario proceed with the establishment of a school for the training of teachers of vocational subjects.

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ONTARIO—ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS,
SCHOOL YEAR ENDED DECEMBER 31, 1921

| School and Locality | Enrolment and Average Attendance | | | | | | No. of Teachers | | | |
|------------------------|----------------------------------|-----------------------|----------------------|------------------|--------------------|------------------|-----------------|-----|---------|-------|
| | Day Classes | | Part-time Classes | | Evening Classes | | Total Enrolment | Day | Evening | Total |
| | Total Enrolment | Average Attendance | Total Enrolment | Student hours | Total Enrolment | Student Hours | | | | |
| Barrie..... | | | | | 118 | 6,244 | 118 | | 7 | 7 |
| Beamsville..... | | | | | 54 | 2,216 | 54 | | 4 | 4 |
| Belleville..... | | | | | 229 | 193,542 | 229 | | 12 | 12 |
| Brantford..... | 22 | 16 | | | 1,012 | 19,946 | 1,034 | 2 | 24 | 26 |
| Brockville..... | | | | | 337 | 8,696 | 337 | | 17 | 17 |
| Chatham..... | 38 | 27 | 2 | 968 | 410 | 12,036 | 1,008 | 5 | 14 | 19 |
| Cobourg..... | | | | | 92 | 1,980 | 92 | | 6 | 6 |
| Collingwood..... | 31 | 19 | | | 102 | 2,882 | 133 | 2 | 5 | 7 |
| Dundas..... | | | | | 86 | 4,386 | 86 | | 6 | 6 |
| Espanola..... | | | | | 70 | 2,949 | 70 | | 4 | 4 |
| Fairbank..... | | | | | 132 | 21,912 | 132 | | 9 | 9 |
| Fort William..... | | | | | 611 | 15,043 | 611 | | 21 | 21 |
| Galt..... | | | | | 394 | 14,274 | 394 | | 12 | 12 |
| Gananoque..... | | | | | 88 | 3,176 | 88 | | 7 | 7 |
| Goderich..... | | | | | 74 | 1,606 | 74 | | 5 | 5 |
| Guelph..... | | | | | 452 | 15,099 | 452 | | 22 | 22 |
| Haileybury..... | 51 | 41 | | | | | 51 | 6 | | 6 |
| Hamilton..... | 494 | 434 | 159 | 13,869 | 2,610 | 73,099 | 3,363 | 27 | 79 | 106 |
| Ingersoll..... | | | | | 103 | 3,983 | 103 | | 6 | 6 |
| Iroquois Falls..... | | | | | 69 | 804 | 69 | | 4 | 4 |
| Kenora..... | | | | | 103 | 3,574 | 103 | | 9 | 9 |
| Kingston..... | 60 | 30 | 25 | 5,000 | | | 85 | 3 | | 3 |
| Kitchener..... | | | | | 578 | 20,474 | 578 | | 16 | 16 |
| Lindsay..... | | | | | 300 | 8,120 | 300 | | 13 | 13 |
| London..... | 196 | 158 | | | 1,615 | 55,374 | 1,811 | 12 | 40 | 52 |
| Newmarket..... | | | | | 81 | 1,164 | 81 | | 5 | 5 |
| Niagara Falls..... | 38 | 26 | | | 381 | 4,484 | 419 | 3 | 15 | 18 |
| North Bay..... | | | | | 216 | 6,262 | 216 | | 9 | 9 |
| Orillia..... | | | | | 81 | 3,529 | 81 | | 9 | 9 |
| Oshawa..... | | | | | 81 | 4,346 | 81 | | 8 | 8 |
| Ottawa..... | 188 | 117 | 330 | 5,228 | 3,310 | 90,400 | 3,828 | 20 | 54 | 74 |
| Owen Sound..... | | | | | 722 | 14,750 | 722 | | 32 | 32 |
| Pembroke..... | | | | | 175 | 5,464 | 175 | | 13 | 13 |
| Peterborough..... | | | | | 383 | 10,800 | 383 | | 15 | 15 |
| Port Arthur..... | | | | | 315 | 4,895 | 315 | | 15 | 15 |
| Port Hope..... | | | | | 87 | 4,428 | 87 | | 9 | 9 |
| Preston..... | | | | | 49 | 2,202 | 49 | | 6 | 6 |
| Renfrew..... | | | | | 175 | 3,280 | 175 | | 8 | 8 |
| St. Catharines..... | | | | | 277 | 7,778 | 277 | | 10 | 10 |
| St. Thomas..... | | | | | 199 | 7,134 | 199 | | 12 | 12 |
| Sarnia..... | | | | | 422 | 16,876 | 422 | | 21 | 21 |
| Sault Ste. Marie..... | 16 | 15 | | | 177 | 6,387 | 193 | 8 | 8 | 16 |
| South Porcupine..... | | | | | 101 | 3,270 | 101 | | 7 | 7 |
| Stratford..... | | | | | 285 | 8,620 | 285 | | 9 | 9 |
| Sturgeon Falls.... | | | | | 60 | 1,624 | 60 | | 4 | 4 |
| Sudbury..... | 33 | 25 | | | 147 | 2,649 | 180 | 2 | 8 | 10 |
| Timmins..... | | | | | 83 | 3,603 | 83 | | 8 | 8 |
| Toronto..... | 1,378 | 1,175 | 391 | 15,931 | 8,023 | 353,807 | 9,792 | 91 | 209 | 300 |
| Walkerville..... | | | | | 355 | 11,746 | 355 | | 21 | 21 |
| Welland..... | | | | | 120 | 3,616 | 120 | | 9 | 9 |
| Whitby..... | | | | | 92 | 1,716 | 92 | | 6 | 6 |
| Windsor..... | 55 | 40 | | | 1,069 | 37,274 | 1,124 | 10 | 25 | 35 |
| Woodstock..... | | | | | 192 | 5,640 | 192 | | 12 | 12 |
| Totals..... | 2,600 | 2,123 | 907 | 40,996 | 27,297 | 1,119,287 | 30,804 | 191 | 909 | 1,100 |

ONTARIO.—DISTRIBUTION BY SUBJECTS OF 27,297 PUPILS IN EVENING VOCATIONAL CLASSES, SCHOOL YEAR ENDING JUNE 30, 1922

| Subject | Distribution of Pupils | |
|----------------------------------|------------------------|----------|
| | Number | Per cent |
| English | 9,082 | 19.7 |
| Mathematics..... | 7,262 | 15.7 |
| Sewing and Dressmaking..... | 6,253 | 13.5 |
| Cooking..... | 2,666 | 5.8 |
| Millinery..... | 2,590 | 5.6 |
| Drafting and Design..... | 2,525 | 5.5 |
| Electricity..... | 2,445 | 5.3 |
| Drawing and Applied Art..... | 2,195 | 4.8 |
| Auto Mechanics..... | 2,181 | 4.7 |
| Woodworking..... | 1,536 | 3.35 |
| Metal Working..... | 1,272 | 2.8 |
| Physical Culture..... | 910 | 2.0 |
| Steam and Gas Engines..... | 872 | 1.9 |
| Home Making..... | 800 | 1.75 |
| Show Card Writing..... | 795 | 1.73 |
| Bookkeeping and Stenography..... | 621 | 1.35 |
| Science..... | 486 | 1.05 |
| Languages..... | 477 | 1.03 |
| History and Civics..... | 305 | 0.66 |
| Civil Service..... | 256 | 0.55 |
| Printing and Photography..... | 249 | 0.54 |
| Telegraphy and Radio..... | 223 | 0.48 |
| Basketry..... | 137 | 0.30 |
| Geography..... | 133 | 0.29 |
| Mining..... | 58 | 0.12 |
| Surveying..... | 23 | 0.05 |
| Navigation..... | 9 | 0.02 |

NOTE.—The total enrolment in all classes was 46,361 but many of the pupils took more than one subject.

MANITOBA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

During the year ending December 31, instruction in home economics has been given in the following places: Winnipeg, Brandon, Portage la Prairie, Dauphin, Virden, Selkirk, St. Norbert, Teulon, Gunton, Balmoral and Stonewall.

Home economics work has been making very favourable progress throughout the province. The work introduced in Portage la Prairie under Miss O. B. Lawson has been enthusiastically received by the students and public in general. Courses introduced in St. Norbert and St. Laurent have been taken advantage of by high school girls and by others not in attendance at school. In all other places the work has been maintained as during the year 1920.

Commercial courses for an increasing number of students have been carried on in Winnipeg and Brandon. Evening classes in practically all vocational subjects have been carried on in Winnipeg and Transcona.

The following subjects were included in the evening courses given:—

- | | |
|---------------------------|---------------------|
| Machine shop practice | Telegraphy |
| Blacksmithing | Auto electricity |
| Armature winding | Pattern making |
| Electricity and magnetism | Carpentry |
| Special electrical course | Cabinetmaking |
| Alternating currents | Elementary woodwork |
| Wireless | Show-card writing |

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| | |
|-----------------------|------------------------|
| Drawing and design | Electricians license |
| Mechanical drawing | Auto mechanics |
| Architectural drawing | Civil Service |
| Machine drawing | Industrial chemistry |
| Sheet metal drawing | Industrial mathematics |
| Penmanship | English |
| Shorthand, Russell | Physics |
| Shorthand, Gregg | Arithmetic |
| Shorthand, Pitman | Printing |
| Typewriting | Dressmaking |
| Book-keeping | Millinery. |
| Steam engineering | |

The following figures show a comparison of the work for the year 1920 and 1921:—

| | 1920 | 1921 |
|---|-------------|-------------|
| Number of day schools | 9 | 14 |
| Number of evening schools | 4 | 4 |
| Number of teachers in day schools | 47 | 50 |
| Number of teachers in evening schools | 98 | 93 |
| Total attendance—day schools | 2,173 | 3,667 |
| Total attendance evening schools | 3,592 | 5,898 |
| Expenditure by local school boards for teachers' salaries | \$46,645 39 | \$88,606 25 |
| Grants to local school boards for teachers' salaries | 11,635 80 | 35,554 40 |

Plans for the new Daniel McIntyre school in Winnipeg have been completed and the building is now in the course of construction. Excellent accommodation for vocational classes in electrical work, woodwork, metal work and auto mechanics and drawing will be provided.

The courses of study have been revised for the term beginning September 1, 1922. New courses coming under the Technical Education Act will be,—

- (1) Commercial course (as per outline below).
- (2) Practical arts course for girls.
- (3) Practical arts course for boys.
- (4) Junior matriculation and engineering for boys.

A copy of the time allotment table of the commercial course is here shown giving the main outlines. A few minor changes may yet be made in the details.

WINNIPEG SECONDARY SCHOOLS.—COMMERCIAL COURSE, 1922-23

| Subject | Time Allotment—Minutes per Week | | | Total Time | Per cent of Total time |
|-----------------------------|---------------------------------|--|-------------------|--|------------------------|
| | 1st Year | 2nd Year | 3rd Year | | |
| English..... | 241 | 158 | 129 | 528 | 11.7 |
| Spelling..... | 30 | 43 | | (N.B.—This per cent is increased when work in Correspondence and commercial subjects is counted. See below). | |
| Writing..... | 30 | 30 | | | |
| Grammar..... | 125 | | | | |
| Literature..... | 56 | 85 | 129 | | |
| History..... | 129 | 129 | 129 | 387 | 8.5 |
| General..... | 129 | 129 | | (N.B.—Emphasis on Social and industrial and civics). | |
| British..... | | | 129 | | |
| Canadian and civics..... | | | | | |
| Mathematics..... | 258 | 258 | 258 | 774 | 17.2 |
| Arithmetic..... | 172 | | | | |
| Algebra..... | 86 | 129 | 129 | | |
| Geometry..... | | 129 | 129 | | |
| Science..... | 215 | 215 | 172 | 602 | 13.3 |
| General..... | 129 | | | | |
| Geography (commercial)..... | 86 | 86 | | (N.B.—Emphasis on relation of science to industry). | |
| Botany..... | | 129 (This time may be given to general science). | | | |
| Physics..... | | | 172 (or physics). | | |
| Chemistry..... | | | | | |
| French..... | 172 | 172 | 215 | 559 | 12.4 |
| Physical training..... | 43 | 43 | 43 | 129 | 2.9 |
| Commercial..... | 447 | 530 | 559 | 1,247 | 34 |
| Shorthand..... | | | | (N.B.—Much of the work in history, geography and science is strictly commercial). | |
| Typewriting..... | | | | | |
| Bookkeeping..... | | | | | |
| Commercial law..... | | | | | |
| Correspondence..... | | | | | |
| Accountancy..... | | | | | |
| Total time..... | 1,505 | 1,505 | 1,505 | 4,515 | 100 |

Courses in practical arts for boys and practical arts for girls have been organized, so as to allow a large portion of time for technical work in the first two years and about 66 per cent for technical work in the final or third year. This will give the pupils in technical or home economics work an opportunity of “staying in” with the general school subjects until the latest possible date and also allow them the maximum amount of time for final choice of a vocation.

Teacher training classes have been started in connection with the Normal School. Courses in aims and methods and principles of teaching have been carried on. A class of twenty-eight consisting chiefly of teachers who formerly were practical mechanics have attended these classes and obtained standing. This work will be carried on throughout the coming year.

No legislation respecting vocational education has been passed during the year.

The problem of part-time education has received very marked attention in the minds of educationalists and business men of Winnipeg. A committee composed of representatives of all the leading organizations has been keeping the question before the public. The accompanying tables give the result of findings of the school census. It is very noticeable in this report that commercial education is the leading factor in the educational requirement in the city of Winnipeg.

WINNIPEG SCHOOL CENSUS.
TABLE 1.—SPECIAL RECORD OF 10,708 BOYS AND GIRLS, FOURTEEN TO EIGHTEEN YEARS OF AGE,
IN SEVENTY-FOUR DISTRICTS IN WINNIPEG

| Attending School | | | | | Not Attending School | | | | | | | | | | Grade at Leaving School | | | | | | | | | | Totals | |
|-------------------|--------------------|----------------|---------------------|-----------------------|----------------------|-----|----------|------------|----------|----------|----------|----------|----------|-------|-------------------------|---------|---------|---------|---------|---------|----------|----------|----------|-----------------|--------|-------|
| In Public Schools | In Private Schools | In Univer-sity | In Business College | In other Institutions | Total | III | Employed | Unemployed | 14 years | 15 years | 16 years | 17 years | 18 years | Total | Below Grade 5 | Grade 5 | Grade 6 | Grade 7 | Grade 8 | Grade 9 | Grade 10 | Grade 11 | Grade 12 | Grade not given | Boys | Girls |
| 4,734 | 685 | 207 | 86 | 11 | 5,723 | 93 | 3,540 | 1,352 | 373 | 802 | 1,261 | 1,490 | 1,059 | 4,985 | 218 | 405 | 664 | 788 | 1,232 | 375 | 370 | 173 | 19 | 741 | 5,056 | 5,652 |

NOTE.—Additional information given in the original statistics includes the following:—

| | | | | | |
|---------------------|--------|--------------------------|-------|--|-------|
| Living at home..... | 10,254 | Father dead..... | 1,000 | Attended educational classes since leaving school..... | 1,587 |
| Boarding..... | 454 | Mother dead..... | 414 | Not attended educational classes since leaving school..... | 3,398 |
| | | Both parents dead..... | 124 | | |
| | | Both parents living..... | 9,170 | | |

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TABLE II.—CLASSIFICATION OF 3,540 EMPLOYED BOYS AND GIRLS BY OCCUPATIONS (UNDER 18 YEARS OF AGE)

[illegible]

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ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS,
SCHOOL YEAR ENDED JUNE 30, 1922.

| School and Locality. | Enrolment and Average Attendance. | | | | | | Teachers. | | |
|---|-----------------------------------|---------------------|------------------|---------------------|------------------|---------------------|-----------|----------|--------|
| | Day Classes. | | Evening Classes. | | Total. | | Day. | Evening. | Total. |
| | Total Enrolment. | Average Attendance. | Total Enrolment. | Average Attendance. | Total Enrolment. | Average Attendance. | | | |
| Collegiate Institute, Portage la Prairie..... | 166 | 19 | 0 | 0 | 166 | 19 | 1 | 0 | 1 |
| Collegiate Institute, Selkirk..... | 41 | 20 | 0 | 0 | 41 | 20 | 1 | ..... | 1 |
| Collegiate Institute, Virden..... | 63 | 16 | 0 | 0 | 63 | 16 | 1 | ..... | 1 |
| Collegiate Institute, Teulon..... | 29 | 10 | 0 | 0 | 29 | 10 | 1 | ..... | 1 |
| Collegiate Institute, Stonewall..... | 57 | 19 | ..... | ..... | 57 | 19 | 1 | ..... | 1 |
| Collegiate Institute, Dauphin..... | 79 | 14.5 | ..... | ..... | 79 | 14.5 | 1 | ..... | 1 |
| Collegiate Institute, Brandon..... | 82 | 23.3 | ..... | ..... | 82 | 23.3 | 2 | ..... | 2 |
| Evening School, Transcona..... | ..... | ..... | 15 | 13.5 | 15 | 13.5 | ..... | 1 | 1 |
| Public School, St. Laurent | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Consolidated School, Balmoral..... | 24 | 7 | ..... | ..... | 24 | 7 | 1 | ..... | 1 |
| Consolidated School, Teulon, Winnipeg..... | 23 | 8 | ..... | ..... | 23 | 8 | 1 | ..... | 1 |
| Kelvin Technical, H.S.... | 1,414 | 256 | 1,302 | 287.1 | 2,716 | 543.1 | 14 | 47 | 61 |
| St. Johns Technical, H.S. | 447 | 261 | 740 | 192.5 | 1,187 | 453.5 | 10 | 32 | 42 |
| General Wolfe High School..... | 126 | 104 | 238 | 62 | 364 | 166 | ..... | 5 | 5 |
| Isaac Brock, H.S..... | 564 | 55 | ..... | ..... | 564 | 55 | 3 | ..... | 3 |
| Lord Roberts, J.H.S..... | 47 | 44 | ..... | ..... | 47 | 44 | 2 | ..... | 2 |
| Earl Grey, J.H.S..... | 210 | 25 | ..... | ..... | 210 | 25 | 3 | ..... | 3 |
| Lord Selkirk, J. H. S..... | 134 | 54 | ..... | ..... | 134 | 54 | 3 | ..... | 3 |
| Totals..... | 3,506 | ..... | 2,295 | ..... | 5,801 | ..... | 45 | 85 | 130 |

ALBERTA

ANNUAL REPORT ON VOCATIONAL EDUCATION, YEAR 1921-1922

A SUMMARY

During the school year ending June 30, 1922, there was no marked growth in the field of vocational education in day, part-time, evening and correspondence work throughout the province. There was an average of one thousand, eight hundred and forty students who received vocational instruction in evening classes, under the authority of local school boards in twenty-one cities, towns and villages in the province. In addition there was a considerable number of evening classes in English for new Canadians. An average of one thousand, three hundred and sixty-two students were enrolled in day, part-time and correspondence classes receiving instruction in industrial, technical and commercial work in the cities of Calgary, Edmonton, Lethbridge and Medicine Hat. Two hundred and seventy-five students were enrolled in correspondence work in mining and steam engineering at the Provincial Institute of Technology and Art, Calgary. Statistical tables are appended to this report.

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Vocational evening classes were in operation at Bankhead, Bellevue, Brule, Cadomin, Calgary, Camrose, Canmore, Coalhurst, Coleman, Cora Lynn, Dinant, Edmonton, Hillcrest Mines, Lethbridge, Mountain Park, National Park, Nordegg, Stettler, Taber, Wayne and the Provincial Institute of Technology and Art at Calgary.

Vocational day schools were open at Calgary, Edmonton, Medicine Hat, Lethbridge and at the Provincial Institute at Calgary.

INSTRUCTION OF VARIED CHARACTER

The subjects of instruction offered covered a wide field as the following list shows:—

| | |
|---|----------------------------------|
| Steam engineering (for 1st, 2nd and 3rd Class Certificates. | Shop mathematics. |
| Mining engineering (for 1st, 2nd and 3rd Class Certificates). | Business English and arithmetic. |
| Electrical engineering. | Chemistry. |
| Motor mechanics. | Matriculation subjects. |
| Machine shop practice. | Cookery. |
| Gas-engine work. | Millinery. |
| Battery and ignition. | Sewing. |
| Armature winding. | Dressmaking. |
| Woodwork. | Dietetics for nurses. |
| Telegraphy. | Art appreciation. |
| Drafting— | Drawing and design. |
| Architectural. | Commercial illustration. |
| Mechanical. | Shorthand. |
| Railway. | Typewriting. |
| Mine survey. | Book-keeping. |
| Sheet metal. | |

With exceptions the enrolment and attendance in these classes were satisfactory. It may be noted that no retrograde step was permanently taken by any school board during the year, while on the other hand several school boards in towns made a beginning at providing some types of vocational work in evening classes, thereby affording their communities the advantage enjoyed by residents of the cities. With a competent local instructor similar classes are possible in many towns of the province.

The main features of the work in progress in 1921-22 may be enumerated as follows:—

- Four Commercial High Schools.
- Two Technical Schools.
- One Provincial Institute of Technology and Art.
- Three Part-time Schools.
- Two Correspondence Classes.
- Fourteen Coal Mining Schools.
- Four Steam Engineering Schools.
- Four Sewing and Dressmaking Schools.
- Eight Business English and Arithmetic Classes.

SPECIAL CERTIFICATES

Prior to June, 1921, there had been no certificates issued to teachers of special subjects in this province. Some of these teachers were teaching manual training and household economics in the elementary and secondary schools of the province; others were teaching vocational subjects in the technical schools. In awarding certificates to them consideration was given to the practical and technical training of such

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teachers, especially as they were working in special fields. All were required to present evidence of their academic, professional and vocational training and were granted certificates as teachers of special subjects in accordance with the statements of qualifications submitted. Sixty-five such certificates have been issued already with the result that this considerable group of teachers has been given formal recognition by the Department of Education and will be able to present departmental certificates when making applications to school boards.

THE PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART, CALGARY.

A distinct contribution to the cause of education is being made by the staff of the institute at Calgary. The instruction given is of a vocational and semi-professional character and has attracted students from all parts of the province. The teaching staff consists of fourteen specialists well equipped by training and experience to be of the greatest service to the industries of the province. During the year ending June 30, 1922, they gave instruction to six hundred and fifteen students in day, part-time, evening and correspondence classes. This is a unique achievement for the second year of an institution of this character. The enrolment for the year 1922-23 will no doubt exceed that of 1921-22. When the new building at Calgary is ready a still greater number of students will be expected to attend. The preliminary work of exploring the needs of the provinces and of adapting the courses to meet those needs most efficiently will have been completed at the time of occupancy of the new building.

The department was enabled to undertake two years' instruction before the completion of the new institute buildings through the kindness of the Calgary School Board, the commissioners of the city of Calgary and the S.C.R. Department of the Dominion Government. Through these bodies, accommodation was provided for staff and students at the Colonel Walker School and adjacent buildings in East Calgary. This service has been of the greatest value to the institute as it has been also to the young men of the province. The pressing needs of these young men were given attention to immediately and the services of the staff were available to assist in planning shops, laboratories and class-rooms. Their contribution as well as that of the public bodies mentioned above are gratefully acknowledged in this report.

ALBERTA.—DISTRIBUTION BY SUBJECTS OF 1,840 PUPILS IN EVENING VOCATIONAL CLASSES

| Subject | Number | Per cent |
|---------------------------|--------|----------|
| Sewing..... | 554 | 15.1 |
| Millinery..... | 518 | 14.1 |
| Commercial..... | 487 | 13.2 |
| Preparatory..... | 459 | 12.5 |
| Mining..... | 368 | 10.0 |
| Motor Mechanics..... | 218 | 6.0 |
| Matriculation..... | 158 | 4.3 |
| Machine Shop..... | 154 | 4.2 |
| Physical Culture..... | 90 | 2.5 |
| Woodwork..... | 80 | 2.2 |
| Steam Engines..... | 77 | 2.1 |
| Electricity..... | 75 | 2.1 |
| Telegraphy..... | 58 | 1.6 |
| Battery and Ignition..... | 56 | 1.5 |
| Drafting..... | 54 | 1.5 |
| Cookery..... | 51 | 1.45 |
| Commercial Art..... | 45 | 1.22 |
| Chemistry..... | 43 | 1.2 |
| Armature Winding..... | 38 | 1.1 |
| Shop Mathematics..... | 33 | 0.9 |
| Gas Engines..... | 30 | 0.82 |
| Dietetics..... | 15 | 0.41 |

NOTE.—The total enrolment in all classes was 3,681 but a number of the pupils took more than one subject.

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additional one in the industrial city of Trail, and when local questions of taxation are readjusted in Vancouver the subject of building a new technical school in that city will undoubtedly gain favour.

The three years' course of study in these schools is composed of the following subjects: English citizenship and economics, mathematics, mechanics, chemistry, physics, electricity, drawing and design, woodwork, sheet-metal work, and machine shop work.

At the end of the three years' course examinations are held for the Technical Leaving Certificate which is awarded by the Department of Education. This certificate is expected to have considerable weight with employers when engaging workers. At the same time an opportunity is given these students who develop a desire to attend university to adjust their studies and prepare themselves for the university matriculation examination.

In the near future specialized trade courses will be operated successfully, great interest being already displayed by the men engaged in plumbing, sheet-metal working, printing, and engineering.

A table showing the number of students attending these schools, the staffs engaged in the work of instruction, and also the number of students enrolled in the commercial courses in eleven cities in the province is appended at the end of this report.

NIGHT SCHOOLS

Night schools are conducted in thirty-six cities and municipalities in the province. The names of these places with the number of students in attendance will be tabulated at the end. The courses of study embrace the following:—

| | |
|----------------------------------|-------------------------|
| Business English and arithmetic. | Electrical engineering. |
| Book-keeping. | Navigation. |
| Accounting. | Shipbuilding. |
| Commercial law. | Carpentry and joinery. |
| Typewriting. | Cabinet-making. |
| Shorthand. | Plumbing. |
| Salesmanship. | Sheet-metal working. |
| Show-card writing. | Art metal working. |
| Economics. | Drawing and design. |
| Mathematics. | Pharmacy. |
| Mechanical drawing. | Dressmaking. |
| Stationary engineering. | Millinery. |
| Automobile engineering. | Cookery. |
| Ignition. | |

CORRESPONDENCE CLASSES

Correspondence classes in coal-mining and mine-surveying are conducted by the Department of Education, and one hundred and fifty-two students are enrolled.

These classes were organized to overcome the difficulty of regular attendance when men are working under the three-shift system. Most effective tuition can be given to such men when in addition to becoming members of correspondence classes they also attend night school tutorial classes.

The courses of study are as follows:—

- No. 1. Preparatory Mining Course (for boys over 14 years of age who have left school).
- No. 2. Course in Arithmetic and Mathematics.
- No. 3. Course for fire-boss, shift-boss, or shot-lighters. (Third Class papers.)
- No. 4. Courses for Overman's Papers. (Second Class.)
- No. 5. Course for Mine Manager's Papers. (First Class.)
- No. 6. Course in Mine Survey work.

BRITISH COLUMBIA.—ENROLMENT, ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS, SCHOOL YEAR ENDED JUNE 30, 1922

| School and Locality | Enrolment and Average Attendance | | | | | Number of Teachers | | | | |
|-------------------------------------|----------------------------------|-----------------------|--------------------|-----------------------|----------------|--------------------|-----|---------|----------------|--------|
| | Day Classes | | Evening Classes | | Correspondence | Total Enrolment | Day | Evening | Correspondence | Totals |
| | Total Enrolment | Average Attendance | Total Enrolment | Average Attendance | | | | | | |
| Cranbrook, High..... | 19 | 14 | | | | 19 | 1 | | | 1 |
| Kamloops, High..... | 25 | 21 | 87 | 48 | | 112 | 4 | 7 | | 11 |
| Ladysmith, High..... | 17 | | | | | 17 | 1 | | | 1 |
| Nelson, High..... | 27 | | 134 | 86 | | 161 | 7 | 4 | | 11 |
| New Westminster, Technical | 82 | | 158 | 106 | | | | | | |
| “..... | 71 | | | | | 335 | 16 | 11 | | 27 |
| “..... Home Economics..... | 24 | | | | | | | | | |
| North Vancouver, High..... | 54 | 48 | | | | 54 | 2 | | | 2 |
| Point Grey, High..... | 35 | 28 | | | | 35 | 7 | | | 7 |
| Revelstoke, High..... | 32 | 25 | | | | 32 | 1 | | | 1 |
| South Vancouver, High..... | 81 | 67 | 375 | 259 | | 456 | 4 | 11 | | 15 |
| Vancouver, Brit. High..... | 187 | | | | | | 35 | 42 | | 77 |
| “..... High School of Commerce..... | 277 | | 1,517 | 1,055 | | 2,348 | | | | |
| “..... Technical..... | 367 | | | | | | | | | |
| Victoria, High (Commercial) | 187 | | 651 | 474 | 152 | | | | | |
| “..... High (Tech)..... | 113 | | | | | 1,103 | 12 | 23 | 1 | 36 |
| Albert Head..... | | | 15 | 10 | | | | 1 | | 1 |
| Agassiz..... | | | 19 | 10 | | | | 1 | | 1 |
| Burnaby..... | | | 18 | 10 | | | | 1 | | 1 |
| Chilliwack..... | | | 42 | 29 | | | | 6 | | 6 |
| Cartier..... | | | 30 | 20 | | | | 1 | | 1 |
| Colwood..... | | | 15 | 11 | | | | 1 | | 1 |
| Champion Creek..... | | | 11 | 8 | | | | 1 | | 1 |
| Duncan..... | | | 32 | 23 | | | | 1 | | 1 |
| Esquimalt..... | | | 14 | 11 | | | | 1 | | 1 |
| Granby Bay..... | | | 278 | 168 | | | | 19 | | 19 |
| Happy Valley..... | | | 82 | 47 | | | | 4 | | 4 |
| Langley..... | | | 10 | 10 | | | | 1 | | 1 |
| Langford..... | | | 13 | 12 | | | | 1 | | 1 |
| Michel..... | | | 46 | 25 | | | | 2 | | 2 |
| Metchosin..... | | | 49 | 27 | | | | 2 | | 2 |
| Minto..... | | | 27 | 13 | | | | 1 | | 1 |
| Mission..... | | | 17 | 11 | | | | 2 | | 2 |
| Nanaimo..... | | | 63 | 43 | | | | 7 | | 7 |
| North Bend..... | | | 33 | 16 | | | | 2 | | 2 |
| Osland..... | | | 5 | 4 | | | | 1 | | 1 |
| Penticton..... | | | 94 | 67 | | | | 8 | | 8 |
| Port Coquitlam | | | 49 | 36 | | | | 2 | | 2 |
| Prince George | | | 18 | 9 | | | | 1 | | 1 |
| Powell River..... | | | 44 | 26 | | | | 2 | | 2 |
| Saanich..... | | | 86 | 73 | | | | 6 | | 6 |
| Trail..... | | | 13 | 12 | | | | 1 | | 1 |
| Sooke..... | | | 15 | 11 | | | | 1 | | 1 |
| Union Bay..... | | | 20 | 16 | | | | 2 | | 2 |
| Wynndel..... | | | 14 | 12 | | | | 1 | | 1 |
| Totals..... | 1,598 | | 4,094 | 2,798 | 152 | 5,844 | 90 | 178 | 1 | 269 |

VIII. JOINT INDUSTRIAL COUNCILS

In conformity with a recommendation of the Royal Commission on Industrial Relations, which was appointed in 1919 to consider means for securing a permanent improvement in the relations between employers and workers in Canada, and in accordance with a resolution adopted by the conference of representatives of the Dominion and Provincial Governments with representative employers and labour men, which was held in Ottawa in the same year to consider the subjects of industrial relations, labour laws and the labour features of the Treaties of Peace, the Department of Labour began two years ago a study of Joint Industrial Councils and kindred plans looking to the improvement of industrial relationships. The various reports of the Whitley Committee, which was established by the British Government in 1917 to suggest means for the permanent improvement of industrial relations, were reprinted by the Department of Labour of Canada in 1919 and some of the same have been freely distributed to those seeking information on this subject. At the request of the department, employers and workers throughout Canada who had established Joint Councils and Committees, furnished information regarding their respective joint organizations and the information thus received, together with particulars of similar systems in other countries, was published in 1921 as a separate bulletin under the title "Joint Councils in Industry". Wide distribution was made of this pamphlet and in February, 1921, a conference of representatives of a number of the larger employing companies in Canada which had established Joint Councils with their employees was convened at Ottawa. The proceedings of this conference dealt in the main with the experience gained by these companies with their respective Joint Industrial Councils. The proceedings of the conference of February, 1921, were published as Bulletin No. 2 of the Industrial Relations Series and issued also as a supplement to the *Labour Gazette*.

At a joint meeting of representatives of the international unions of the building trades with members of the Standing Labour Committee of the Association of Canadian Building and Construction Industries, held at Hamilton, May 26, 1920, resolutions were unanimously carried setting up a National Joint Conference Board of the Building and Construction Industries of Canada, to be composed of five representatives elected or selected by the Association of Canadian Building and Construction Industries and five members elected or selected by the representatives of the building trades international unions. The resolution included a request that the Dominion Government should appoint a representative to act as chairman and convener of this National Joint Conference Board.

The functions of the National Joint Conference Board of the Building and Construction Industries of Canada, which was in due course set up, are of an educational and advisory nature, but it may deal with disputes referred to it for settlement by affiliated local organizations or establish local industrial boards. The National Joint Conference Board is also charged with the encouragement of the organization of employers and workmen of the building and construction industries into local joint industrial boards for the settlement of disputes in the building and construction industries of Canada. At the close of the fiscal year 1920-21, local joint industrial boards existed in the building trades in Hamilton, Ottawa, London and Toronto.

A joint conference of the building and construction industries in Canada was held at Ottawa, May 3-6, 1921. This Conference was convened on invitation of

the Government of Canada in accordance with a request received from the National Joint Conference Board of the Building and Construction Industries in Canada. Thirty-two delegates were in attendance on behalf of the employers, selected by the Canadian Association of Building and Construction Industries, and an equal number of delegates on behalf of the employees, selected by the international labour organizations of the building trades. Unanimous resolutions based on committee reports were adopted by the Conference on all of the five items of the agenda relating respectively to: (1) existing conditions in the industry, (2) apprenticeship and craftsmanship, (3) costs and production, (4) conditions of employment, and (5) development of joint industrial councils.

The report of the committee on joint industrial councils included a recommendation that the Department of Labour continue to co-operate with the National Joint Council in the formation of local joint councils and that the assistance of the Department be available for local councils, and as a consequence an officer of the Department was assigned to give such assistance as was sought in connection with the formation of joint councils. Mr. T. A. Stevenson, the officer referred to, visited various points in Canada, generally at the request of employers and trade unions concerned, and as a result at the end of the fiscal year covered by this report, the formation of joint councils in the building trades at Calgary, Edmonton, Moosejaw, Regina and Winnipeg, was under consideration by the employers and employees at the places mentioned, while in August 1921, the Saskatoon Joint Industrial Council in the Building Industry was organized "to harmonize and standardize the condition of contracting and employment in the Saskatoon building trades and to secure the largest possible measure of joint action between employers and employees for the development of industry as a part of national life, and for the improvement of the conditions of all engaged in that industry, and to adjust any grievances that may arise out of the interpretation of agreements made between employers and employees in the various affiliated trades." This Council consists of fourteen members, representation being of equal numbers of recognized organizations of employers and employed.

In November, 1921, the Vancouver Joint Council of the Building and Construction Industries was formed consisting of 12 representatives of recognized organizations of employers and a similar number of representatives of recognized organizations of employees, the object and aims as set forth in the constitution being similar to those of the Saskatoon Joint Council.

The formation of joint councils in the Printing Trades at Calgary, Edmonton and Regina was also under consideration at the end of the fiscal year.

In addition to the personal assistance given in connection with the building and printing industries, many enquiries were received during the year under review from employers and employees of various other industries regarding joint industrial councils, and information was furnished to various firms who had previously reported to the Department the results attained by joint councils in their organizations, and who had continued to communicate with the Department of Labour not only with the object of seeking advice and information, but also to indicate their experiences.

IX. LEAGUE OF NATIONS INTERNATIONAL LABOUR CONFERENCE

References have appeared in previous annual reports of the Department of Labour to the establishment of the International Labour Organization of the League of Nations under the authority of the Treaties of Peace and to its objects, plan of organization, etc.; also to the matters which received attention at the first session of the conference held in Washington, D.C., October-November, 1919.

The agenda of the first conference was fixed in the Peace Treaties and comprised the following items, namely: (1) the application to industry of the principle of the eight-hour day or forty-eight hour week; (2) the question of the prevention of or providing against unemployment; (3) various proposals relating to the employment of women and children; and (4) prohibition of the use of white phosphorus in the manufacture of matches.

The proceedings of the second annual conference, held at Genoa, Italy, in July, 1920, were summarized in the annual report of the Department of Labour for 1920-21. The agenda of this conference related exclusively to matters affecting seamen, including (1) facilities for finding employment; (2) the minimum age of employment of boys on board ship; (3) unemployment indemnity in case of loss or foundering of ships; and (4) the establishment of national seamen's codes.

The proposals emanating from the first and second International Labour Conferences were received in due course by the Canadian Government and were brought by the Government formally to the attention of the competent legislative authorities, as required by the treaty terms. It should be noted that certain of the proposals were regarded by the federal law officers as coming within Dominion jurisdiction, whilst others were deemed to be within provincial authority and were accordingly referred to the several provincial governments for attention.

The third session of the International Labour Conference was held in Geneva, Switzerland, from October 25 to November 19, 1921, and resulted in the adoption of draft conventions regarding the minimum age of trimmers and stokers on ships, medical inspection of children and young persons on ships, the use of white lead in painting, the right of association of agricultural workers, workmen's compensation for agricultural workers, the employment of children in agriculture, and a weekly rest in industrial undertakings. Recommendations were made concerning agricultural workers in relation to technical education, unemployment, social insurance, night work of women and children, maternity and housing conditions and concerning a weekly rest in commercial establishments.

Under the terms of the Treaties of Peace, each state adhering thereto is entitled to four delegates in the International Labour Conference, two of whom shall be Government delegates and the two others shall be delegates representing respectively the employers and workpeople of the country, chosen in agreement with the industrial organizations if such organizations exist, which are most representative of employers or workpeople, as the case may be, in the respective countries. Each delegate may be accompanied by advisers not exceeding two in number. It is also provided in the Treaties of Peace that the decisions of the conference may take the form of (a) a recommendation to be submitted to the member states for consideration with a view to effect being given to it by national legislation or otherwise, or (b) a draft international convention for ratification by the member states. A two-thirds majority of the votes cast by the delegates is required for adoption of any recommendation or draft convention by the Conference. The recommendations and draft

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conventions are afterwards transmitted through the Secretariat of the League of Nations to the different countries represented on the International Labour Organization for acceptance or otherwise. Each country is obliged under the treaties within the period of one year at most from the closing of the conference or if it is impossible owing to exceptional circumstances to do so within one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the conference, to bring the respective recommendations or draft conventions "before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action."

THE CANADIAN DELEGATION

The Canadian delegation to the Third Conference took an active part in the proceedings both of the General Conference and of the various commissions which were established in connection therewith.

Since certain items of the agenda were regarded as relating to matters within provincial jurisdiction, the governments of the Canadian provinces were invited by the Dominion to be represented and the status of advisers was given to the provincial representatives. Three of the provincial governments accepted this invitation and appointed representatives, namely, Ontario, Quebec and Manitoba. The delegate on behalf of the employers of Canada was appointed on the nomination of the Canadian Manufacturers' Association and the delegate on behalf of the workers of Canada on the nomination of the Trades and Labour Congress of Canada. The Canadian delegation was composed as follows:—

Government Delegates.—Mr. Gerald H. Brown, Assistant Deputy Minister of Labour of Canada. Lt.-Col. J. Obed Smith, Superintendent of Emigration, London, England.

Technical Advisers.—Hon. W. R. Rollo, Minister of Labour for the Province of Ontario. Hon. Thos. H. Johnson, K.C., Attorney-General of Manitoba. Hon. Antonin Galipeault, Minister of Labour for the Province of Quebec. Mr. Ferdinand Roy, K.C., Quebec, P.Q.

Employer's Delegate.—Mr. S. R. Parsons, Toronto, former President of the Canadian Manufacturers' Association.

Technical Adviser.—Mr. E. Blake Robertson, Ottawa, representative of Canadian Manufacturers' Association.

Workers' Delegate.—Mr. Tom Moore, Ottawa, President of the Trades and Labour Congress of Canada.

Technical Adviser.—Mr. Arthur Martel, Montreal, Vice-President of the Trades and Labour Congress of Canada.

Seven commissions were established for the consideration of different items of the conference agenda. The Canadian Government delegation was given representation on three of these bodies as follows:

Commission on white lead, Colonel J. Obed Smith; Colonel Smith was honoured with the chairmanship of this commission.

Commission on unemployment among agricultural workers and the protection of agricultural workers against accident, sickness, invalidity and old age, Hon. A. Galipeault, Minister of Labour for Quebec.

Commission on technical agricultural education and the right of agricultural workers to membership in labour organizations, Hon. W. R. Rollo, Minister of Labour for Ontario.

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The Canadian employers' delegation was given representation on three commissions, namely that for the protection of agricultural workers against sickness, invalidity and old age; the commission on weekly rest and the commission on white lead. Mr. S. R. Parsons, the Canadian employers' delegate, participated in the meetings of the first two commissions, and Mr. E. Blake Robertson, Canadian employers' adviser, in the meetings of the commission on white lead.

The Canadian workers' delegation was represented on three commissions, namely, the commission on unemployment of agricultural workers and protection of agricultural workers against accident, sickness, invalidity and old age; the commission on weekly rest and the commission on maritime questions. Mr. Tom Moore, Canadian workers' delegate, attended the meetings of the first two commissions, and Mr. Arthur Martel, Canadian workers' adviser, the meetings of the third commission. Mr. Moore was honoured with the vice-chairmanship of the commission on weekly rest.

Mr. Gerald H. Brown, Canadian Government delegate, was elected as one of the Government representatives on the Committee of Selection of the Conference which acted as a committee on general purposes throughout the Conference sessions. This committee was also entrusted with the examination of the first item of the agenda, namely, proposals for the reform of the Governing Body of the International Labour Office, and gave consideration as well to suggestions for certain changes in the standing orders.

The Honourable Viscount Burnham, of London, England, was elected by the Conference as its President. The President presided over all the meetings of the Conference with conspicuous tact and ability and was ably supported by M. Albert Thomas, Director of the International Labour Office, who acted as the Secretary-General of the Conference, and by Mr. H. B. Butler, Deputy-Director of the International Labour Office, who acted as Deputy Secretary-General. Three Vice-Presidents were also elected as follows: Mr. Cincinato Da Silva Braga, Government Delegate, Brazil; Mr. J. S. Edstrom, Employers' Delegate, Sweden; and M. Léon Jouhaux, Workers' Delegate, France.

COUNTRIES REPRESENTED

Thirty-nine countries in all were represented at the third session of the International Labour Conference, namely: Albania, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Colombia, Cuba, Denmark, Spain, Esthonia, Finland, France, Germany, Great Britain, Greece, Guatemala, India, Italy, Japan, Latvia, Luxemburg, Norway, Netherlands, Poland, Portugal, Roumania, the Serb, Croat and Slovene State, Siam, South Africa, Sweden, Switzerland, Czecho-Slovakia, Uruguay and Venezuela. Of those present at the Conference sixty-eight were delegates appointed on behalf of the Governments, twenty-five delegates appointed on behalf of the employers and twenty-five delegates appointed on behalf of the workers. In addition to the delegates there were two hundred and thirty-four advisers in attendance, of whom ninety-six were advisers to the Government delegates, sixty-seven advisers to employers' delegates and seventy-one advisers to workers' delegates.

AGENDA OF CONFERENCE

The agenda of the conference was as follows:—

1. Reform of constitution of the Governing Body of the International Labour Office.

2. Adaptation to agricultural labour of the Washington decisions concerning the regulation of the hours of work.

3. Adaptation to agricultural labour of the Washington decisions concerning:—
 - (a) Measures for the prevention of or providing against unemployment;
 - (b) Protection of women and children.
4. Special measures for the protection of agricultural workers:—
 - (a) Technical agricultural education;
 - (b) Living-in conditions of agricultural workers;
 - (c) Guarantee of the rights of association and combination;
 - (d) Protection against accident, sickness, invalidity and old age.
5. Disinfection of wool infected with anthrax spores.
6. Prohibition of the use of white lead in painting.
7. The weekly rest day in industrial and commercial employment.
8. (a) The prohibition of the employment of any person under the age of 18 years as trimmer or stoker.
- (b) Compulsory medical examination of all children employed on board ship.

LIST OF DRAFT CONVENTIONS AND RECOMMENDATIONS

Consideration by the commissions and afterwards by the general conference resulted in the adoption of seven draft conventions and eight recommendations as follows:—

Conventions:—

- (1) Minimum age of trimmers and stokers in ships.
- (2) Medical inspection of children and young persons in ships.
- (3) Use of white lead in painting.
- (4) Right of association of agricultural workers.
- (5) Workmen's compensation for agricultural workers.
- (6) Employment of children in agriculture.
- (7) Weekly rest in industrial undertakings.

Recommendations:—

- (1) Technical education for agricultural workers.
- (2) Unemployment among agricultural workers.
- (3) Social insurance for agricultural workers.
- (4) Night work of children in agriculture.
- (5) Night work of women in agriculture.
- (6) Maternity among agricultural workers.
- (7) Living-in conditions of agricultural workers.
- (8) Weekly rest in commercial establishments.

EMPLOYMENT ON BOARD SHIP

The draft convention relating to the employment of trimmers and stokers fixes the minimum age of these workers at eighteen on all steam-propelled ships except war or training ships, unless no persons over eighteen years of age are available, in which case young persons of sixteen years of age or over, if found physically fit after medical examination, may be employed as trimmers or stokers on vessels engaged in the coastal trade of India or Japan. Two such young persons are to be regarded as the equivalent of one man.

Another draft convention establishes compulsory medical examination for any young person under eighteen years of age who is employed on any vessel, except a war vessel or one on which only members of the same family are employed.

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USE OF WHITE LEAD IN PAINTING

The draft convention on the use of white lead in painting provides that the use of white lead in the internal painting of buildings shall be prohibited after six years, except in the case of railway stations and industrial establishments, if its use in such buildings is considered necessary by the competent authority after consultation with the employers' and workers' organizations concerned. Artistic painting is also excluded from the prohibition. The employment of boys under eighteen years of age and of all women and girls in any painting work of an industrial character involving the use of white lead is prohibited, but special arrangements may be made with regard to apprentices. Other clauses in the draft convention provide for the regulation of the use of white lead in painting and for the notification of all cases of lead poisoning.

WEEKLY DAY OF REST IN INDUSTRIAL AND COMMERCIAL ESTABLISHMENTS

A draft convention was adopted providing for a rest period of at least twenty-four consecutive hours in each week for all workers in industry, subject to exceptions to be made by the Government after consultation with the organizations of employers and workers concerned and to be reported to the International Labour Office. Where the rest periods are suspended or reduced, compensatory rest is to be provided for as far as possible.

A recommendation was made that similar provision be made for employees of commercial establishments.

AGRICULTURAL WORKERS

The conference adopted draft conventions establishing for all agricultural wage-earners the same rights of association and combination as are enjoyed by industrial workers, and extending to them the benefit of laws and regulations which provide compensation for personal injury by accidents arising out of or in course of their employment.

A third draft convention relating to agricultural workers prohibits the employment in agriculture of children under fourteen years of age during compulsory school hours. An exception is made in the case of children in technical schools under public supervision.

A recommendation was adopted for the prevention of unemployment among agricultural workers by taking steps to bring more land into cultivation, by making temporary work available by the provision of transport facilities, by encouraging agricultural, co-operative and credit societies, by improved methods of agriculture, and by developing industries and supplementary forms of employment which would provide employment during the slack season.

It was also recommended that each state should endeavour to develop agricultural education and make such instruction available to the wage-earners in agriculture.

That laws and regulations establishing systems of insurance against sickness invalidity, old age and similar social risks should be extended to cover agricultural workers on the same terms as those prevailing in the case of commercial and industrial workers, is another recommendation.

Two recommendations were passed regarding night work in agriculture; for the granting to children under fourteen years of age of rest during the night of not less than ten consecutive hours, and to women and young persons between fourteen and eighteen years of rest during the night of not less than nine hours. In the case of women, the hours for rest should be, if possible, consecutive; in the case of young persons, they must be consecutive.

It was further recommended that the draft convention adopted at the Washington Conference with regard to the employment of women in industrial and commercial undertakings, before and after childbirth, should be applied in the case of women employed in agriculture, and should include the right to a period of absence from work and to a grant of benefit provided either out of public funds or by means of a system of insurance.

A final recommendation relating to agricultural wage-earners was for the provision for the moral and hygienic regulation of the living conditions of these workers when living with or without their families in buildings placed at their disposal by the employer.

Looking somewhat beyond the end of the fiscal year it may be noted that an Order in Council was adopted on June 27, 1922, dealing with the questions of legislative jurisdiction involved in the draft conventions and recommendations of the third International Labour Conference. The text of this Order in Council was printed in the July, 1922, issue of the *Labour Gazette*.

THE GOVERNING BODY

Five meetings of the Governing Body of the International Labour Office were held during the past fiscal year on April 12-14, 1921, at Geneva; July 5-7, at Stockholm, Sweden; October 19-21, 1921, at Geneva; November 11-18, 1921, at Geneva; and January 17-19, 1922, at Geneva. The Governing Body is composed of twenty-four members, of whom twelve are government representatives, six employers' representatives, and six workers' representatives. Of the twelve government seats, one is held by the Government of Canada. The Honourable G. D. Robertson, then Minister of Labour, was appointed a member of the Governing Body in October, 1919, and remained a member until the change of administration in Canada in December, 1921, when the Honourable James Murdock, who succeeded to the portfolio of Labour, was appointed. Mr. W. L. Griffith, Secretary of the High Commissioner for Canada in London, acted as substitute for Honourable G. D. Robertson at the meeting of the Governing Body in April, 1921. Mr. F. A. Acland, Deputy Minister of Labour, attended the meeting in Stockholm in July. Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, attended the meetings at Geneva in October and November respectively. Colonel David Carnegie, Honourary Correspondent of the Department of Labour in London, and Canadian Delegate on the Temporary Mixed Commission for the Reduction of Armaments of the League of Nations, who was resident in Canada throughout the period of the war, represented the Minister of Labour at the meeting in Geneva in January. At the first session of the International Labour Conference in Washington in 1919 Mr. P. M. Draper, Secretary-Treasurer of the Trades and Labour Congress of Canada, was elected as one of the six workers' representatives on the Governing Body. The Department is informed that Mr. Draper, being unable to attend any of the sessions of the Governing Body during the past year, was represented at the meeting in Stockholm in July by Mr. GrosPierre, a French labour leader, as substitute, while Mr. Tom Moore, President of the Trades and Labour Congress of Canada, acted as substitute at the October and November meetings of the Governing Body; Mr. Schurch, a Swiss labour leader, substituted for Mr. Draper at the January meeting.

The duties arising out of the relations of Canada with the International Labour Organization have naturally fallen in large measure on the Department of Labour, and have entailed much correspondence not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations in relation to matters connected with the work of the International Labour Conference. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on the

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various items of agenda of the 1921 conference. The performance of these duties has necessarily entailed a close study on the part of certain officers of the various technical questions which have figured on the various agenda or in the questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body to date.

ACTION TAKEN IN VARIOUS COUNTRIES

Following is a summary statement of the action taken in various countries to date on the draft conventions and recommendations of the International Labour Body:—

| | |
|---|----|
| Number of ratifications of the draft conventions registered by the Secretary-General of the League of Nations.. . . . | 39 |
| Number of countries which have notified their adherence to the Berne Convention on the Prohibition of the use of White Phosphorus in the manufacture of matches since the Washington Conference.. | 10 |
| Number of cases in which ratification of draft conventions has been authorized by the competent authority but has not yet been communicated | 26 |
| Number of cases in which ratification has been rendered to the competent authority by the government but approval has not yet been signified. | 82 |

In addition to the foregoing, sixty-one measures have been adopted by various legislative or administrative authorities, giving effect partially or wholly to the provisions of the draft conventions or recommendations.

The number of legislative measures intended to give effect partially or wholly to the provisions of the draft conventions and recommendations which have been proposed but not yet adopted in various countries is sixty-six.

X. UNEMPLOYMENT RELIEF MEASURES

It will be recalled that the policy of the Federal Government during the winter of 1920-21 with regard to unemployment matters provided that the Federal Government would reimburse any municipality to the extent of one-third of the amount expended by the municipal authorities for unemployment relief, the federal expenditures in this way totalling \$343,336.55. The federal regulations on the subject were administered under the authority of the Minister of Labour. The Order in Council governing federal procedure had been based on the theory of equal participation by federal and provincial authorities in the measure of relief afforded the municipalities, but payment of the federal grant was not made conditional on acceptance by the province of an equal responsibility. In several provinces the Provincial Government took no action in the matter and in these cases, when municipalities claimed the federal grant and other conditions had been met, the federal grant was allowed.

In the fall of 1921 the Minister of Labour caused extended investigations to be made regarding the unemployment situation. Officers of the department visited all provinces except Prince Edward Island, including in their itinerary fifty-one points of industrial importance, and interviewing at the places visited such representative individuals as mayors, presidents of boards of trade, presidents of trade councils, and others who might be able to furnish information which would make the survey as complete as possible. The federal policy with regard to unemployment matters for the winter of 1921-22 was announced by Order in Council dated October 7, 1921, and known as P. C. 3831. In this regulation important departures were made from the lines followed by the federal authorities during the winter of 1920-21. The principle that unemployment relief was primarily a municipal responsibility and in the second instance the responsibility of the province was maintained, but the sphere of federal co-operation was enlarged, being extended to works undertaken by municipalities during winter specially for the purpose of relieving unemployment; also payment of the federal grant was made strictly conditional on acceptance by the provinces of the responsibilities assigned to them in the governing order. The text of P. C. 3831, October 7, 1921, is as follows:—

P. C. 3831.

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 7th October, 1921.

The Committee of the Privy Council have had before them a report, dated 5th October, 1921, from the Minister of Labour, submitting that the problem of unemployment, and means best calculated to relieve it, has been receiving constant study and attention since about December, 1920. On December 14, 1920, a federal relief policy was announced, the object of which was to aid responsible municipal authorities to fairly meet existing needs and prevent suffering to any citizen willing to work but unable to obtain employment. It provided for payment by the Federal Government to any municipality of one-third of the amount disbursed by the municipal authorities for unemployment relief, together with a proposal that Provincial Governments join in on an equal basis. The Federal Government's disbursements for this purpose since January, 1921, have been over \$600,000. Many gratifying expressions of appreciation have been received, in most cases accompanied by the suggestion that employment should be provided instead of paying unemployment doles. Since

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July 13 the Department of Labour has been in communication with Provincial Governments, mayors of municipalities and others as to improved methods of dealing with the situation next winter.

It was suggested to the Provincial Governments that, inasmuch as the extent of unemployment, as well as possible remedies, varied in different provinces, a provincial survey by conference or otherwise might be made by each Provincial Government, after which a conference of provincial representatives might meet with the Federal Government to discuss the problem and devise some general plan of assistance to the municipalities, upon whom the duty and responsibility of dealing with relief primarily rests.

Three Provincial Governments only have thus far signified concurrence in the suggestion for a central conference of provincial representatives, two of which desire the representation to extend to organizations other than governmental.

Inasmuch as a federal conference with wide basis of representation would be both cumbersome and expensive, of doubtful value, and, thus far, only approved of by three of the Provincial Governments, and, further, because of the necessity of early decision and action, if useful service is to be rendered, the Minister recommends that the following federal policy of basic principles on unemployment be approved:—

1. Unemployment relief always has been, and must necessarily continue to be, primarily a municipal responsibility, and in the second instance the responsibility of the province.
2. That because of the present situation being due to causes beyond the power of local, or even national control, Provincial and Federal Governments should co-operate with municipal authorities in,—
 - (a) helping to create and provide employment;
 - (b) where employment cannot be furnished to workmen who are willing to work, to aid in providing food and shelter for themselves and dependents until the present emergency period is past.
3. That federal funds used for unemployment relief or for relief work must be disbursed only through responsible municipal authorities, who in each case shall bear at least one-third of the total or extra cost.

The minister further recommends that the Federal Government agree to participate in the cost of work provided by municipalities to relieve unemployment on the following basis:—

- (a) Municipality to bear the normal cost, that is to say, the cost of carrying on the said work in the normal working season.
- (b) Estimate of normal cost to be approved by Federal Government's engineers in the Department of Public Works.
- (c) That Municipal, Provincial and Federal Governments bear equally and jointly the actual cost over the estimated normal cost, thereby encouraging the creation of employment where possible.
- (d) That where work cannot be provided, the Federal Government continue to refund one-third of the disbursements actually made by a municipality for unemployment relief, conditional upon the provinces participating on an equal basis.

The committee concur in the foregoing recommendations and submit the same for approval.

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

It should be noted with regard to the reference in the text of P.C. 3831 to federal disbursements to the extent of "over \$600,000," that the statement in question had regard to disbursements which extended beyond the close of the fiscal year. The federal expenditures within the fiscal year 1920-21 were, as above stated, \$343,336.55.

NEW REGULATIONS IN 1922

By a further Order in Council of January 25, 1922, P.C. 191, new regulations were made extending at some points the measure of federal assistance to the municipalities. In the case of public works undertaken for the relief of unemployment the Federal Government undertook, under P.C. 191, to bear one-half of the excess cost over normal, providing that the Provincial Government assumed responsibility for one-third of such excess cost, thus leaving the municipality to bear the normal cost plus one-sixth of the excess cost. The Government continued assistance to municipalities which had made expenditures on account of unemployment relief in cases where work could not be provided, refunding to the municipality one-third of the disbursements made, the federal assistance being conditional upon the participation on an equal basis by the provinces concerned. In addition, it will be noted, P.C. 191 provided that in districts that had not set up some form of municipal government the federal authorities would reimburse the Provincial Governments concerned to the extent of one-half of the disbursements made by the Provincial Government for relief and relief administration; also that in the case of returned soldiers the Federal Government would reimburse the municipal authorities to the extent of one-half of the expenditures made on account of unemployment relief, conditional on the balance being contributed in equal parts by the province and municipality concerned.

The text of the Order in Council of January 25 is as follows:—

P.C. 191

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 25th day of January, 1922.

The Committee of the Privy Council have had before them a report, dated 25th January, 1922, from the Prime Minister, submitting the following observations with reference to the Order in Council of 7th October, 1921 (P.C. 3831) respecting unemployment relief.

1. The present administration, assuming office at the close of the year 1921, finds that a condition of unemployment beginning in the late months of 1920 and continuing throughout the year 1921 does not promise any material abatement during the early winter months of 1922.

2. Consideration has been given to the means which would seem best adapted to the relief of the distress resulting from severe unemployment conditions, and the provisions to this end of P.C. 3831 have been carefully noted.

3. The minister concurs in the view that the question of unemployment relief is fundamentally a municipal and provincial responsibility; that the abnormal economic and industrial conditions now existing and arising in a measure out of the late war alone afford justification for action on the part of the federal authorities; that federal action must therefore supplement municipal and provincial efforts, must be designed on lines permitting close and effective co-operation with and supervision by municipal and provincial authorities, and must be proportioned by the efforts of those authorities.

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4. That municipal undertakings in the nature of public works are important factors in meeting unemployment conditions, but such undertakings cannot be proceeded with during the winter months save at a considerably increased cost, which is in many cases beyond the financial resources of the municipalities.

5. That, having these various points in mind, it is desirable that Federal employment assistance and unemployment relief should be granted on the following basis:—

(a) In the case of public works undertaken by a municipality during the winter months and specially with a view to the relief of unemployment in the district, the municipality will bear the normal cost and the Federal Government will bear one-half of the extra cost incurred by the prosecution of the work during the winter season, the estimate of the normal cost to be approved by officers of the Federal Department of Public Works; the federal grant to be conditional on the province assuming responsibility for one-third of such excess expenditure.

(b) That where work cannot be provided, the Federal Government will refund to a municipality one-third of the disbursements made on account of unemployment relief, disbursed to others than those specified in paragraph (d) following and conditional on the participation on an equal basis by the province concerned.

(c) That where in certain provinces there are unorganized districts without municipal government in which unemployment or distress exists and the Provincial Government finds it necessary to administer a system of unemployment or distress relief, the Federal Government will reimburse the Provincial Government concerned to the extent of one-half of such disbursements for relief and for the administration of the unemployment or distress relief policy in the district.

(d) That in the case of unemployed former members of the Canadian or British forces, now in Canada, discharged as physically fit or not entitled to assistance by the Department of Soldiers' Civil Re-establishment, the Federal Government will reimburse the municipal authorities to the extent of one-half the disbursements made for unemployment relief, the remaining quota to be contributed in equal parts by the province and municipality respectively.

6. It is to be noted that these regulations do not seek to meet the case of disabled members of the Canadian overseas forces and other classes of returned soldiers which fall within the jurisdiction of regulations administered by the Department of Soldiers' Civil Re-establishment; or of persons (where such exist) whose necessities do not clearly arise from inability to secure employment and with whose necessities the municipal authorities have been accustomed to deal.

7. It is the expectation of the federal authorities that the provisions herein will be interpreted broadly and generously by the municipalities and the provinces so that no resident of Canada willing and able to work and unable to secure employment shall lack food, clothing or shelter for himself or herself and dependents.

8. These provisions to continue in effect until the close of the present fiscal year.

The committee concur in the foregoing observations and recommendations and submit the same for approval accordingly.

(Sgd.) RODOLPHE BOUDREAU,

Clerk of the Privy Council.

ADDITIONAL REGULATIONS

The provisions of P.C. 191 were intended in the first instance to continue in effect until the end of the fiscal year, March 31, 1922, but, by reason of representations received by the Government from provincial and municipal authorities, the time limit was extended to April 16, 1922, in the case of municipal public works and relief in unorganized districts, and to April 30, 1922, in the case of disbursements made for unemployment relief where work could not be provided, and as to returned soldiers. In view of exceptional conditions reported from the province of Manitoba, and of requests received from the authorities of the municipal and Provincial Governments of that province, the provisions of the Order in Council were extended in the case of Manitoba, beyond April 30; whilst in the case of Halifax, N.S., special provision was made under P.C. 78/472, March 8, 1922, whereby in the case of unemployed former members of the Canadian or British forces now in Canada, discharged as physically fit or not entitled to assistance by the Department of Soldiers' Civil Re-establishment, the Federal Government would reimburse the municipal authorities of the city of Halifax to the extent of one-half of the disbursements made by the municipality for unemployment relief, irrespective of any assistance granted by the Provincial Government.

Under an Order in Council, P.C. 2508, of February 4, 1922, particular attention was given to the degree of distress arising out of unemployment among returned soldiers in the city of Montreal, and the sum of \$7,868.87 was disbursed in connection with relief to returned soldiers, in addition to \$24,972.60 which was paid in connection with general unemployment relief in the municipality of Montreal.

The policy of the Federal Government was designed only to meet the emergency conditions of the winter of 1921-22, but looking somewhat beyond the close of the fiscal year it may be stated that, in response to requests received from provincial and other authorities, it was announced by the Minister of Labour that the Federal Government would convene a conference of representatives of the Federal and Provincial Governments for the consideration of the problem of unemployment with a view to the determination, if possible, of lines of co-operation between federal and local authorities in the event of necessity for the same arising, also as to certain aspects of other industrial and social questions involving inter-discussion as between federal and provincial authorities.

The disbursements during the year 1921-22 on account of unemployment were \$500,000, a portion of which, approximately \$260,000, represented delayed accounts from 1920-21, and approximately \$240,000 was paid out on various unemployment accounts. Federal liabilities for the greater portion of the winter of 1921-22 did not become known until some time after the fiscal year had closed. The liabilities not covered within the fiscal year may be placed approximately at \$800,000, about equally divided between direct relief and assistance on public works. The following statement shows the payments falling within the fiscal year:—

UNEMPLOYMENT RELIEF, FISCAL YEAR 1921-22

SUMMARIZED STATEMENT of expenditure under Unemployment Relief, by Provinces, during the fiscal year 1921-22.

| | |
|--------------------------------------|--------------|
| Province of Nova Scotia | 1,954 71 |
| “ Quebec | 32,841 47 |
| “ Ontario | 162,391 73 |
| “ Manitoba | 99,834 90 |
| “ Saskatchewan | 45,251 01 |
| “ Alberta | 52,228 45 |
| “ British Columbia | 103,818 91 |
| | <hr/> |
| | \$498,321 18 |
| Administrative expenses.. | 1,678 82 |
| | <hr/> |
| Total expenditure | \$500,000 00 |

SESSIONAL PAPER No. 26

DETAILED STATEMENT showing payments to municipalities, and unorganized districts, on account of disbursements for unemployment relief, during the fiscal year 1921-22.

PROVINCE OF NOVA SCOTIA

| | | Totals by Provinces |
|----------------------------------|----------|------------------------|
| Municipality of Amherst | 1,954 71 | |
| | | 1,954 71 |

PROVINCE OF QUEBEC

| | | |
|---|-----------|-----------|
| Municipality of Montreal.. . . . | 24,972 60 | |
| Montreal Ex-Fighting Men's Association | 7,868 87 | |
| | | 32,841 47 |

PROVINCE OF ONTARIO

| | | |
|------------------------------------|------------|------------|
| Municipality of Brantford | 1,554 34 | |
| " Etobicoke | 166 42 | |
| " Hamilton | 50,871 85 | |
| " Owen Sound.. . . . | 80 39 | |
| " Oshawa | 6 34 | |
| " Peterborough | 331 51 | |
| " Port Arthur.. . . . | 247 90 | |
| " Stratford | 662 45 | |
| " Scarborough | 10 72 | |
| " St. Catharines | 156 04 | |
| " Toronto.. . . . | 108,232 93 | |
| " Windsor | 19 17 | |
| " York | 51 67 | |
| | | 162,391 73 |

PROVINCE OF MANITOBA

| | | |
|----------------------------------|-----------|-----------|
| Municipality of Brandon | 768 29 | |
| " Brooklands | 785 35 | |
| " Kildonan | 683 45 | |
| " Rosser | 372 58 | |
| " St. Boniface | 1,887 29 | |
| " St. James | 536 35 | |
| " West Kildonan | 1,086 16 | |
| " Winnipeg | 93,342 40 | |
| Province of Manitoba | 373 03 | |
| | | 99,834 90 |

PROVINCE OF SASKATCHEWAN

| | | |
|------------------------------------|-----------|-----------|
| Municipality of Moose Jaw | 10,177 06 | |
| " Regina | 23,421 03 | |
| " Saskatoon | 9,650 89 | |
| " Swift Current | 576 62 | |
| " Weyburn | 439 77 | |
| " Yorkton | 371 95 | |
| Province of Saskatchewan | 613 69 | |
| | | 45,251 01 |

PROVINCE OF ALBERTA

| | | |
|---|-----------|-----------|
| Municipality of Calgary | 27,787 61 | |
| " Edmonton | 10,393 64 | |
| Unorganized District of Elcan | 349 50 | |
| " Bellevue | 284 50 | |
| Municipality of Coalhurst | 11 85 | |
| Unorganized District of Diamond City | 136 50 | |
| Municipality of Drumheller | 695 29 | |
| " Hanna | 21 10 | |
| " Hillcrest | 36 50 | |
| " Lethbridge | 8,716 73 | |
| Unorganized District of Johnson's Addition | 373 00 | |
| Municipality of Macleod | 246 97 | |
| " Medicine Hat | 1,663 93 | |
| " Redcliff | 90 00 | |
| " Taber | 1,421 33 | |
| | | 52,228 45 |

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DETAILED STATEMENT showing payments to municipalities, and unorganized districts, on account of disbursements for unemployment relief, during the fiscal year 1921-22—*Concluded*.

PROVINCE OF BRITISH COLUMBIA

| | | |
|----------------------------------|--------|------------|
| Municipality of Burnaby | 491 | 28 |
| " Esquimalt | 158 | 90 |
| " Kamloops | 539 | 35 |
| " New Westminster | 1,929 | 81 |
| " North Vancouver | 275 | 97 |
| " Oak Bay | 165 | 30 |
| " Prince Rupert | 2,472 | 27 |
| " Rossland | 5 | 33 |
| " South Vancouver | 22,560 | 45 |
| " Saanich | 149 | 66 |
| " Vancouver | 72,470 | 57 |
| " Victoria | 2,550 | 02 |
| | | <hr/> |
| | | 103,818 91 |